DOCUMENT RESUME

ED 072 767 JC 730 037

TITLE	The Illinois Public Junior College System. A Program Review.
INSTITUTION	Illinois Economic and Fiscal Commission, Springfield.
PUB DATE	Jan 73
NOTE	238p.
EDRS PRICE	MF-$0.65 HC-$9.87
DESCRIPTORS	College Cooperation; College Faculty; College Programs; Educational Administration; Educational Counseling; Educational Facilities; *Educational Improvement; *Educational Practice; Financial Support; Junior Colleges; Junior College Students; Post Secondary Education; Program Effectiveness; *Program Evaluation; Remedial Programs; State Colleges; State Legislation; *State Surveys; Student Opinion; Tables (Data); Technical Reports; Transfer Programs; Vocational Education
IDENTIFIERS	*Illinois

ABSTRACT

A program review of Illinois' public junior college system was conducted. Two thousand students, teachers and administrators on 19 campuses were surveyed. Findings in these areas are discussed: (1) the baccalaureate-transfer mission--Junior colleges are not sufficiently screening applicants for such programs. (2) occupational education mission--Many programs and services are not adequately matched to manpower and student needs. (3) developmental remedial mission--At some colleges students who need remedial help are not sought out; remedial programs are often unsatisfactory. (4) general studies and community service--Older and younger students are being served, but the quality of community service programs varies greately. (5) Accessibility--Accessibility through public relations, housing, and scheduling are generally adequate, but financial aid is limited. (6) counseling--Student-counselor ratios vary widely. (7) faculty unionization--Some union contracts constrain experimentation and innovation. (8) management and facilities--Executive personnel and Finances are frequently not handled well. (9) Illinois Junior College Board--Staff should be reorganized and enlarged. (10) academic effectiveness and administrative quality--Productivity of facilities and personnel and institutional research must be improved. (11) interdistrict cooperation and Statewide coordination--Some impediments here can be remedied through legislation. (12) State structure, present and future--Lines of authority are diffuse. (KM)

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the ILLINOIS PUBLIC JUNIOR COLLEGE SYSTEM

program review january 1973

illinois economic and fiscal commission

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ILLINOIS ECONOMIC AND FISCAL COMMISSION

PROGRAM REVIEW

THE ILLINOIS PUBLIC JUNIOR COLLEGE SYSTEM

SUMMARY

At the request of the House Financing of Education Study Committee, the staff of the Illinois Economic and Fiscal Commission undertook a program review of the State's public junior college system. In the course of the study, the staff visited 19 campuses, and surveyed over 2000 individuals (1700 students, 400 teachers, and 200 administrators). The comprehensiveness of the report was constrained by time and by data limitations. Information collected and reported by and about the public junior college system was often found to be conflicting and otherwise unreliable.

The 38 junior college districts in Illinois support a total of 48 campuses. There are currently 170,103 students enrolled in public junior colleges. About 52% of credit hours generated are in baccalaureate transfer programs, about 39% in occupational curricula and the rest in various general education courses.

Baccalaureate-Transfer Mission (Chapter III). The purpose of the baccalaureate programs is to admit qualified students and to give them university-parallel instruction so that they can transfer to senior institutions to complete their baccalaureate programs.

Students admitted to the baccalaureate curriculum are supposed to have "ability and competence similar to that possessed by students admitted to state universities for similar programs," according to the Illinois Public Junior College Act. This screening does not seem to be taking place as required by law. Both the test scores and the high school grade point averages of junior college freshmen were markedly lower than those of university freshmen (pp. 8-10).

Many administrators justify the absence of screening by citing the "open-door" concept. The Junior College Act, however, states only that individuals must be admitted into the college; it explicitly limits entry to the baccalaureate program (pp. 7, 11).

Furthermore a very high proportion of junior college students never finish their lower-division program and transfer to a senior college at all (pp. 11-14). Those who do, have--as a group--lower upper-

division grade point averages than "native" students in the senior colleges. In addition fewer of the junior college transfers tend to be in academic good standing.

There is wide variation among community colleges in the cost of baccalaureate curricula. Cost per credit hour in social studies, for example, ranges from $24.29 to $78.68. Similarly, student-faculty ratios vary from 14:1 to 33:1 (pp. 15-16). There is also evidence that unit costs are higher for junior colleges than for four-year colleges (p. 15).

Occupational Education Mission (Chapter IV). The evidence developed by this study raises serious doubts about the junior college occupational programs. According to General Assembly action and IJCB guidelines, those programs are supposed to be the junior colleges' highest priority (p.19).

Data from the Division of Vocational and Technical Education (VocTec) and the Board of Higher Education appear to indicate that a very large proportion of students are not completing the programs and are not being employed in jobs related to their courses of study (pp. 26-27).

Many campuses do not seem to be adequately matching their programs to manpower needs. Nineteen schools had fewer than 60% of their courses in areas designated by VocTec as high priority (pp. 24-25).

Little formal evaluation of courses or programs is being conducted at the campus level, and placement and counseling services for occupational students appear to be inadequate (pp. 22-24, 28-29).

Although occupational programs are often quite costly, requiring expensive equipment and specialized faculty, there is not much cooperation or division of labor among contiguous districts (pp. 29-32). Furthermore, coordination between junior colleges and Secondary Area Vocational Centers (which provide many of the same expensive programs to students of high school age) is in all but a few cases nonexistent (pp. 32-34). More cooperation and coordination should be mandated by the responsible State agencies, VocTec and the Illinois Junior College Board (IJCB), partly through having the colleges and the Area Centers submit joint plans.

Developmental Remedial Mission (Chapter V). According to national data, a large percentage of students enter junior colleges with varying degrees of learning deficiencies. The developmental education mission is thus of critical importance in the community college (p. 35).

Despite this, there is a dearth of descriptive data available about this function in the Illinois public junior colleges.

Furthermore, almost 40% of the faculty we surveyed felt that remedial education was carried on ineffectively in their institutions (p. 36). At some colleges students who need remedial help are not being sought out. At others existing remedial programs are unsatisfactory. In some cases, both problems are in evidence (p. 36).

General Studies and Community Service (Chapter VI). The community college has a responsibility to serve the entire community--not just the traditional college clientele--with educational and cultural programs.

The impact of the community colleges in meeting this obligation was measured in part by the percentage of students who are older than traditional college age. Although over half of junior college students statewide are older than 21, there is substantial variance among campuses (pp. 41-42).

Younger students are also being served. Most campuses have agreements which permit advanced high school students to take courses at the college. A recent ruling by the Attorney General, permitting State aid to either the high school or the junior college but not both, has complicated the situation somewhat. The ruling may have the effect of reducing such cooperative programs unless legislative action is taken. It is suggested that OSPI, VocTec, and the IJCB make a joint recommendation on such action to the General Assembly (pp. 42-43).

Another measure of community service is the ratio of students to total district population. A U. S. Office of Education study showed a national average of 21 junior college students per 1000 district population. The Illinois average is 22, with a low of 11 and a high of 39 (p. 41).

The quality of community service programs also varies greatly, with some campuses making a minimal effort and others having very comprehensive public service and community programs (p. 42).

Accessibility (Chapter VII). The central question of this chapter is, "Do all Illinois citizens have an equal opportunity to attend a public junior college?"

One aspect of this question concerns informing the public about what is available at the college. Public relations efforts seem to be generally adequate, and active outreach to attract previously untapped groups of potential students is carried on at many institutions (pp. 44-45).

A second consideration involves students' logistic problems in such matters as housing, transportation, child care, and class

scheduling. Increasing numbers of junior college students are not commuters in the traditional sense--they are attending schools rather far from their homes. Most colleges are trying to assist such students in finding housing, and some are making efforts to provide transportation (p. 45).

Class schedules are generally arranged to permit access until late at night, and frequently on weekends. All campuses have some summer programs. However, the absence of day care at many campuses makes them less accessible to mothers with young children (p.46).

The third component of accessibility is related to financial barriers. Comprehensive information on distribution of scholarships to junior college students was not readily available, but it was noted that the Illinois State Scholarship Commission cannot distribute aid to part-time students, and stipends to full-time students cannot exceed the cost of tuition and required fees. These provisions may tend to limit access (pp. 46-48).

Flexible tuition rates, presently impermissible under the Junior College Act, might also improve access to some groups and could also be used to encourage enrollment during slack periods, thus helping to maximize use of educational facilities (pp. 48-49).

Counseling (Chapter VIII). Counseling is of particular importance in the community college, since many community college students do not have clear educational or vocational goals and may have unique personal, financial, or academic problems.

Student-counselor ratios range from 241:1 to 1386:1 at Illinois public junior colleges. Experts recommend a ratio of around 300:1 (p. 53). It was noted that the campuses with the highest student-counselor ratios were generally those on which students were less likely to seek help from counselors (p. 53).

Counseling is given a generally low priority by college presidents, but it is ranked somewhat higher by those whose schools have high student-counselor ratios. Some schools have sought to enhance the productivity of their counseling services through the use of paraprofessionals and peer counselors.

Faculty Unionization (Chapter IX). Under the union contract in one junior college district, full-time faculty salaries range from $11,115 to $23,315 for a 38-week year. The required weekly workload is 15-16 hours on campus, although more hours are presumably devoted to class preparation, reading student papers, and the like (p. 57).

Besides setting high salaries and low workloads, some union contracts effectively constrain experimentation and innovation--for example, by limiting class sizes or impeding evaluation by students and

others. The unique role of the junior college argues strongly for both more experimentation and more faculty-student contact than some union contracts presently permit (pp. 58-59).

While the right to organize and to protect the interests of faculty through unionization is not questioned, minimum standards of responsibility should be set to protect the public interest. Serious consideration of the Shapiro amendment (H.B. 790) is recommended. This amendment to the Junior College Act would set minimum contact and on-campus hours and would exempt a percentage of teachers from workload requirements so that new approaches could be tried (p. 59).

Because of the junior colleges' special mission and their relatively low visibility, it may be necessary to encourage countervailing influences in the bargaining process. An ongoing role for students may be one way to achieve this. Increased public information and awareness may be another (pp. 59-60).

Management and Facilities (Chapter X). While this was not primarily a management efficiency study, some information about management came from our field visits and review of data. Major areas covered include administrative salaries, procurement, computer use, and building operation and maintenance costs.

Administrative salaries show great variance among districts. Presidents' salaries in FY 1972, for example, ranged from $21,500 to $40,908 (p . 62). At some campuses visited, it appeared that executive personnel were performing routine detail work. Paraprofessionals or students could be used for these tasks, permitting the schools to abolish superfluous executive positions or free executives for executive work (p. 63).

Procurement practices could be improved considerably. While there are several purchasing cooperatives being formed, purchasing is generally done separately by each district. Only eight districts are on the Department of General Services mailing list, and only four were reported to have purchased under State contracts since January 1970. Items purchased totalled around $10,000 and resulted in estimated savings of more than 10%. (In FY 1972 the junior colleges spent almost $9 million on supplies and materials). It is noted that the Regner bill (H.B. 3745) would compel junior college districts to buy through DGS (pp. 64-65).

Serious questions also exist about computer use by community colleges. Many leased or owned computers do not appear to be used sufficiently to justify their cost, and it is suggested that both time-sharing and computer consortia may be more appropriate in many instances (pp. 66-67).

Building operation and maintenance costs average $3.10 per square foot per year among community colleges. This compares to an average cost of $1.25 for buildings leased by the Department of General Services (p. 69).

Illinois Junior College Board (Chapter XI). The IJCB was established to assist districts in planning and research, to coordinate the system, to set standards for recognition of colleges, to act as a conduit for State aid to districts, and to govern the State Community College at East St. Louis (p. 70).

To perform these tasks, the Board has an office staff of nine professionals. Funds for several more professionals are recommended (p. 74). However, it is not clear that the IJCB staff is organized in such a way as to be able to carry out its mission even with extra staff, so a hard reappraisal of current methods is suggested along with an increase in personnel (pp. 72-75).

Because of strong doubts about the operation of State Community College, it is recommended that funds for the East St. Louis campus be frozen at the FY 1973 level until an appropriate legislative body can complete an investigation of that situation (p. 75).

Academic Effectiveness and Administrative Quality (Chapter XII). The fact that enrollment in post-secondary institutions has been leveling off has particularly important implications for the community colleges. Enrollment projections for junior and senior institutions indicate that many baccalaureate students presently in community colleges might be placed directly into four-year schools, especially if student mobility is enhanced through a strengthened scholarship program (pp. 77-78).

The productivity of existing facilities and personnel must also be improved. Devices for accomplishing this include television courses, computer-assisted instruction and the use of paraprofessionals including graduate students. Many of the methods suggested for the proposed Lincoln State University could be adapted to existing educational structures, and this course is recommended in preference to setting up a separate Lincoln State bureaucracy (p. 78).

Consolidation and the formation of multi-campus districts is another promising approach to increasing productivity and maximizing effective use of available resources (pp. 78-79).

Much stronger institutional research efforts will be required to evaluate purported improvements in productivity and effectiveness resulting from new methods and approaches. Such research might be funded through a categorical grant program (p. 83).

Interdistrict Cooperation and Statewide Coordination (Chapter XIII). Master Plan III of the Illinois Board of Higher Education stressed the need for and benefits of cooperation among all post-secondary institutions in the State, and the necessity for the establishment of an integrated network of higher education facilities. There is no effective mechanism for enforcing such cooperation within the junior college system, but some individual districts and campuses have begun such efforts on their own (pp. 85-87).

Especially during a period of increasingly scarce resources, the "comprehensive" aspect of the community college must be reinterpreted to mean a comprehensive system of colleges. Each college cannot provide all programs, but the system (or regional subsystem) can (p. 88).

Some legal and structural obstacles to interdistrict cooperation exist which might have to be dealt with through legislation. The mandatory chargeback system is one such. Another is the provision that first preference for limited spaces must go to in-district students. The inability of the Illinois State Scholarship Commission to grant stipends to part-time students or to reimburse full-time students for such things as travel expense may also be impeding the development of cooperation. Variable tuition might be employed both to improve accessibility and facilitate interdistrict mobility (p. 89).

It is suggested that further incentives and sanctions be devised to encourage interdistrict cooperation. The present method is through categorical grants, chiefly under the Higher Education Cooperation Act (pp.85, 90).

State Structure, Present and Future (Chapter XIV). While the IJCB is currently revising its standards for recognition of colleges, the proposed new standards are in many ways even weaker and more passive than the current ones (pp. 91-92). The recommended augmentation of the IJCB staff should enable that body to take a more active and forceful role in providing a community college system of high quality (p. 92).

As for the other State agencies, the Board of Higher Education is skeptical of the junior colleges' future as part of "higher education"; VocTec appears to be uninterested in integrated secondary and community college occupational programs; and the Bureau of the Budget, while aware of problems in the junior colleges, has no control over their operating budgets.

The community colleges respond to the diffusion of authority by asserting their accountability to local boards of trustees and in many cases circumventing or ignoring State procedures (p. 93).

The need to integrate the system and the imminent restructuring of the Office of the Superintendent of Public Instruction have led some experts to suggest the establishment of a single agency responsible for all educational systems, from kindergarten through graduate school (pp. 94-95).

Pending such an organizational change, integration and control of the junior college system can be established by adjustments in the budgeting and funding process. Several alternatives are suggested, including a move toward program funding rather than the present credit-hour basis. Full State funding is another possibility (p.95).

Another possible approach is budget control through the master planning process already under way. Campus master plans could be tied to State priorities, and State funding could be a percentage of district budget as approved by the responsible State agency. Districts could overspend their State-approved budget to meet special local needs, but the whole cost of the overrun would be borne by local revenues (pp. 95-97).

Any change in funding procedures would require careful planning, and sufficient lead time would have to be allowed for the necessary organizational adjustments at the State and local levels (pp. 97-98).

Appendices. Appendices include descriptive summaries of the 19 colleges visited by the Commission staff (App-41), a brief description of the East St. Louis situation (App-36), and a short statement about athletic programs in junior colleges (App-39).

The responses of State agencies and individual colleges to IEFC findings can be found in Appendix 43, along with IEFC staff comments where appropriate.

The remaining appendices are tables and charts referred to in the text.

THE ILLINOIS PUBLIC JUNIOR COLLEGE SYSTEM

A PROGRAM REVIEW

January 1973

Prepared by the staff of the Illinois Economic & Fiscal Commission

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I. STATEMENT OF PURPOSE AND SCOPE

This report has been prepared at the request of the House Financing of Education Study Committee. The Committee was created in the second session of the 77th General Assembly and mandated to recommend by February 1, 1973 "proposals to finance the public schools and junior colleges by means that do not depend primarily on local property taxes."

In discussions with the Committee's Chairman, Charles W. Clabaugh, other members of the Committee and its staff director, Dr. Merrill D. Redemer, it was agreed that the Illinois Economic and Fiscal Commission (IEFC) staff would concentrate on the junior colleges. Subsequently it was also agreed that our staff would provide two reports. One would concentrate on the financing of the junior colleges. A second would put the money considerations in perspective by providing a "program review" of the operations of the public junior college system.

For the IEFC and its staff, the program review has been a welcome opportunity to serve both the legislature and the people of the State. It conforms with the responsibility implicit in our statute which speaks of the need "to establish program priorities and to coordinate available resources to the end that the maximum benefits be produced efficiently and economically."

We believe that among the most important services the IEFC could provide to the General Assembly would be a series of in-depth analyses of programs run or supported by the State. These analyses will contain information about whether such programs are making economical and efficient use of available resources. However, they will go an important step beyond. They will focus on how effective such programs are in serving the people for whom they are intended and whether they are achieving the objectives the General Assembly had in mind in creating them. To do this we are employing methods of quantitative analysis as well as survey techniques and on-the-spot investigations.

The purpose of this particular program review is to analyze the economy, efficiency, and effectiveness with which the public junior college system is carrying out its multiple educational responsibilities. We have approached this task from two perspectives. First, we have examined the performance of the individual junior college in carrying out not only its prescribed baccalaureate, occupational, preparatory, and general education missions but also such important supportive functions as counseling, placement and administration. As our criteria we have applied State law, Illinois Junior College Board (IJCB) recognition standards and such professional or national standards as we could identify.

Second, we have focused on system-wide considerations. We have attempted to ascertain how well various State agencies involved in junior college education interact with each other. We have sought evidence on the degree to which cooperation among junior colleges and between junior colleges and other educational institutions has progressed. We have analyzed the principal characteristics of the planning, programming, and budgeting procedures of the system, noting where modification might be desirable.

While this report is more extensive and comprehensive than any previous analysis of the Illinois public junior colleges, the Commission and its staff believe it important to identify at the outset two of the report's limitations--time and reliability of data.

Because we have had less than three months in which to prepare this report there are certain kinds of inputs we have not been able to include. For example, although we visited 19 campuses and surveyed more than 1700 students, 400 faculty and 200 administrators, time did not permit us to survey junior college trustees or local employers in similar depth.

The second serious limitation was the quality of data available through the junior college system and through other systems which interface with it. Time and again, when we looked behind the data which had been made available to us, we found it to be inconsistent and unreliable. Because of this we have refrained from very sophisticated forms of quantitative analysis. Nevertheless, since the data currently developed by the various bureaucracies involved in junior college education are the only available basis for analysis of the system, we have used them--noting wherever necessary our doubts about their reliability.

Two further cautionary notes are necessary. First, recent educational research has suggested that factors external to the school or college--such as the social or economic characteristics of the family or the community--are more influential in determining students' educational success or failure than what happens to them in the school itself. Therefore, it is possible that a college serving a disadvantaged

clientele may be doing an admirable job even though, in comparison to other colleges, their drop-out rates are greater and their graduates do not do as well in their subsequent academic or occupational careers. What data we have been able to collect on educational "output" is not adjusted for the differences that do exist in student "input."

Second, the data in our appendices on such questions as credit hour cost, class size, student-faculty ratios, or administrative costs suggest that some of the newest junior colleges are the most inefficient. However, because an institution in its first several years of operation must bear a particularly heavy burden in start-up costs and fixed overhead and because it may have to feel out the demand for different kinds of educational services, such apparent inefficiency may be both understandable and unavoidable.

Although our principal focus was primarily on junior college objectives and programs, we encountered information about other matters--particularly about enrollment projections, capital expenditure and utilization, and proposed new approaches to post-secondary education. Since these bear directly on the future of the public junior colleges, we believed that they should be brought to the attention of the General Assembly. Therefore, we have mentioned or briefly discussed them.

This introduction would not be complete without an acknowledgment of the cooperation we received while doing our research. With few exceptions, the administrators, students and faculty of the junior colleges and the officials of the Illinois Junior College Board, the Board of Vocational Education and Rehabilitation, the Department of Registration and Education, and the Office of the Superintendent of Public Instruction have sought to be cooperative and constructive. The staff of the Management Information Division of the Department of Finance has been generous with their time and technical advice. Similarly, academic experts on the junior colleges and the employees of the Board of Higher Education and the Bureau of the Budget have openly shared their ideas and information. Without such assistance a difficult task would have been an impossible one.

II. THE ILLINOIS PUBLIC JUNIOR COLLEGE SYSTEM IN BRIEF

Enrollment. With a current enrollment of 176,103 students,* the Illinois public junior college system has become the largest system of post-secondary education in the state. Junior college enrollment has grown dramatically since the mid 1960's, increasing by 183% between 1965 and 1972. While enrollments in many institutions have recently been declining or remaining stable, the junior college system experienced a 7.4% increase from Fall 1971 to Fall 1972.

Public junior colleges in Illinois are required by law to offer programs in a variety of areas. As of Fall 1972, approximately 52% of the full-time equivalent junior college students were enrolled in baccalaureate-transfer programs, and 39% were enrolled in vocational programs. The rest were enrolled in a variety of general studies programs.

Organization. In 1959 the Illinois General Assembly enacted legislation authorizing the establishment of independent junior college districts. The junior college system is currently organized into 38 districts. Thirty-seven are locally controlled, and one, the State Community College of East St. Louis, is operated directly by the State. There are three multi-campus districts--Black Hawk, Chicago, and Illinois Eastern.

Illinois law provides that a junior college district may be created in any area which has an equalized assessed valuation of at least $75 million and a population of at least 30,000 (or contains at least three entire counties). Provision is made through petition and referendum procedures for the annexation of common school districts into an existing junior college district. According to a law enacted this year, all school districts in the state will be in a junior college district by the Fall of 1974. If by that time they have not chosen a junior college district themselves, they will be assigned to one.

Governance. Each junior college district is governed locally by an independent board of trustees elected by citizens in the district.

As part of the Junior College Act of 1965, the Illinois Junior College Board was created to serve as a planning, coordinating, and--to a limited extent--regulating agency of the system of public junior colleges. There are nine members of the board, eight appointed by the Governor with the advice and consent of the Senate, and one ex-officio voting member, the Superintendent of Public Instruction. The current staff of the IJCB includes nine professionals.

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* Student headcount as reported in Enrollment in Institutions of Higher Learning in Illinois: 1972 by G. J. Froehlich and A. R. Lewandowski, University Bureau of Institutional Research of the University of Illinois.

Finances. Table A gives a breakdown of sources for budgeted operating revenues for FY 1972.

Table A. Budgeted operating revenues by source: FY 1972

Local taxes including charge-backs	$ 70,211,289
State apportionment and other	58,962,801
Federal 1	4,099,540
Student tuition and fees	23,360,337
Organized activities	219,500
Other sources	2,125,071
Total	$158,978,538

As can be seen from Table A, revenues for financing junior college operations are provided primarily from State and local sources. In FY 1972, 37.1% of budgeted operating revenue was provided through State sources, and 45.9% through local taxes.

Most of the State money for operating expenses is currently provided through flat rate apportionment grants. For FY 1973 apportionment grants are being distributed on the basis of $16.50 for each approved hour generated, plus $2.50 per credit hour for non-business occupational courses.

Revenues for capital expenditures are provided by the State and localities on a 75%-25% matching basis. Legislative authorizations for State funding of junior college construction have amounted to $407,110,000 since FY 1965.

Total State apporpriations to the IJCB amount to $220,299,456 for FY 1973. Table B gives a breakdown of the appropriations by category.

Table B. Appropriations to IJCB: FY 1973

State Apportionment (Flat Grants)		$ 54,202,500
Equalization Grants		1,400,000
Non-Business, Vocational-Technical Supplemental Grants		1,250,000
Public Service Grants		750,000
Disadvantaged Student Grants		1,400,000
Initial Grants (New Colleges)		200,000
Special Grants to Kennedy-King College		2,400,000
Contribution to State Universities Retirement System for Junior Colleges		3,200,000
Illinois Junior College Board Agency		385,686
State Community College of East St. Louis		2,879,500
Illinois Building Authority Rentals		14,121,770
Capital Projects		138,110,000
Unbonded Projects from 1969 Authorization	$78,210,000	
Unbonded Projects from the FY 72 Authorization	27,500,000	
New Proposed Projects for FY 73	35,400,000	
Total		$220,299,456

III. THE BACCALAUREATE-TRANSFER MISSION

Intended function. The Public Junior College Act defines a comprehensive junior college program as one "which includes (1) courses in liberal arts and sciences and general education; (2) adult education courses; and (3) courses in occupational, semi-technical or technical fields leading directly to employment."

The Act also states that all students capable of completing any junior college program shall be admitted to the college, but

> After entry, the college shall counsel and distribute the students among its programs according to their interests and abilities. Students allowed entry in college transfer programs must have ability and competence similar to that possessed by students admitted to state universities for similar programs. Entry level competence to such college transfer programs may be achieved through successful completion of other preparatory courses offered by the college.

The objective of the baccalaureate-transfer program of the Illinois public junior colleges then is to provide qualified students to the senior colleges and universities at the upper division level. It is not the intended function of the baccalaureate-transfer program to admit students who cannot get into the state universities--that is part of the general studies function. The program is supposed to admit university-eligible students and prepare them for upper division work through a program of instruction comparable to that received by lower division students at the state universities.

The case for offering baccalaureate-oriented instruction in the community colleges is primarily based on the issue of access. Opportunity for higher education is less dependent on personal wealth if the first two years can be obtained locally at low cost. Also, marginal students who might not be admitted to the state universities may begin as general studies students in the junior college and work their way into the baccalaureate program through the necessary preparatory courses.

The case for limiting admission to the baccalaureate programs rests on both educational and economic grounds. When the junior colleges admit unqualified students to these programs and pass them on still unqualified to the universities, neither the student nor the public interest has been served. The student would probably

have been better off if early counseling had revealed the nature of his qualifications and had directed him toward the appropriate developmental programs or opportunities in the occupational curricula. From the public viewpoint, limited resources have been misallocated.

Is the baccalaureate-transfer student "similar"? Several indicators may be examined to determine the extent to which junior college students in transfer programs "have ability and competence similar" to state university students. The Junior College Act suggests the use of "rank in class and ability and achievement tests as guides" in determining qualifications of students.

The most widely used student achievement test in Illinois is the American College Test (ACT). Four tests are given--English, mathematics, social studies, and natural science. Each is scored separately, and then a composite score is computed for each student. Figure A shows the mean differences for each of the four tests and for the composite test scores between state university freshmen and junior college transfer freshmen for the 1971-72 academic year. The mean composite score for the university freshmen was 22.7 on a 36 point scale. The junior college freshmen averaged 18.9--a difference of 3.8 points.

Figure A. Comparison of mean ACT scores for state university freshmen and public junior college baccalaureate oriented freshmen, 1971-72.

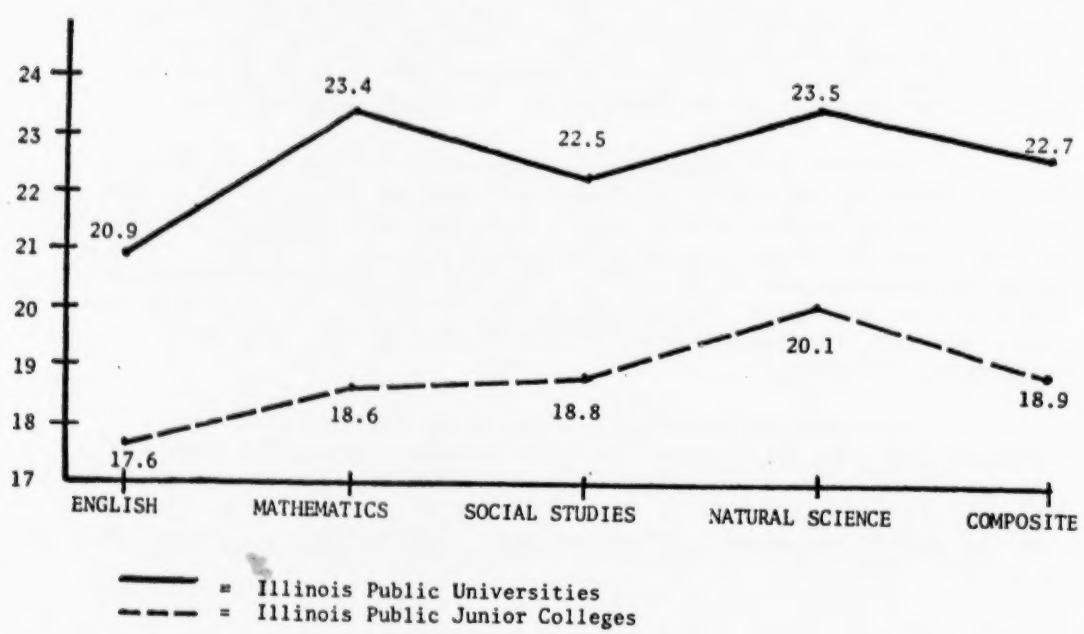
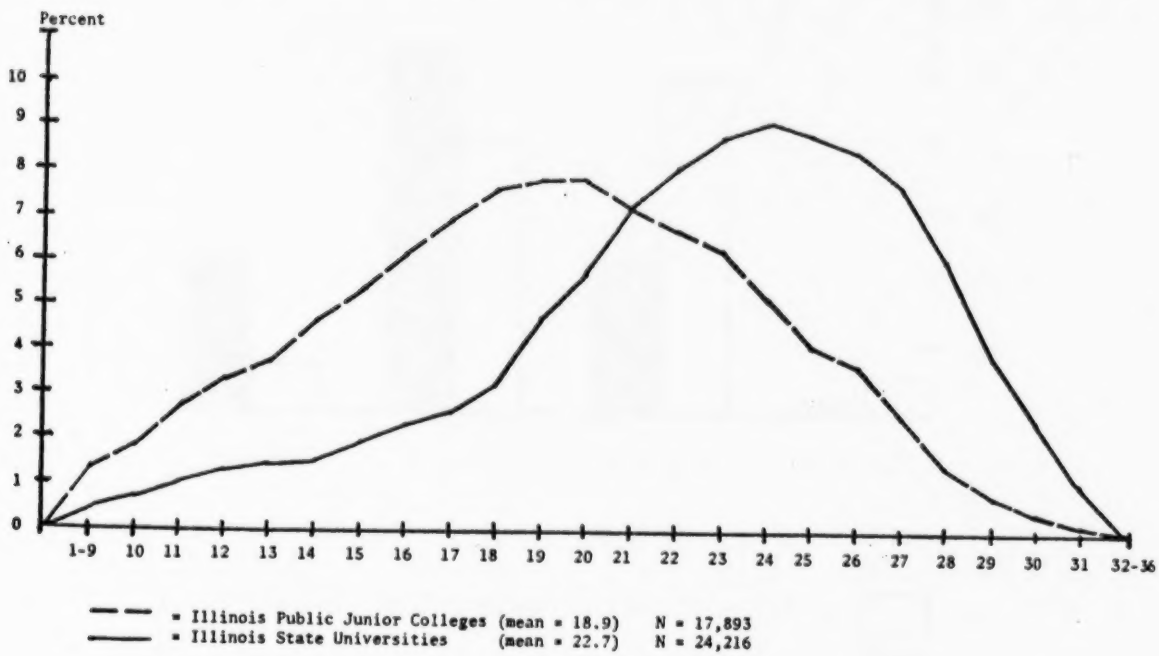


Figure B is a graphic presentation of the frequency distribution of scores for the university freshmen and the junior college transfer freshmen. As just noted, the mean ACT score for junior college freshmen is nearly four points lower than the mean for university freshmen. However, Figure B shows that the means alone understate the true difference between the groups. Over half of the university freshmen have scores higher than the university mean, but the scores of junior college freshmen are almost evenly distributed around the junior college mean.

Furthermore, the graph shows that the percentage of junior college baccalaureate freshmen with scores below 19 is about twice the percentage of university freshmen with those scores.

Figure B. Frequency distribution of ACT scores for state university freshmen and junior college baccalaureate-oriented freshmen, 1971-72.

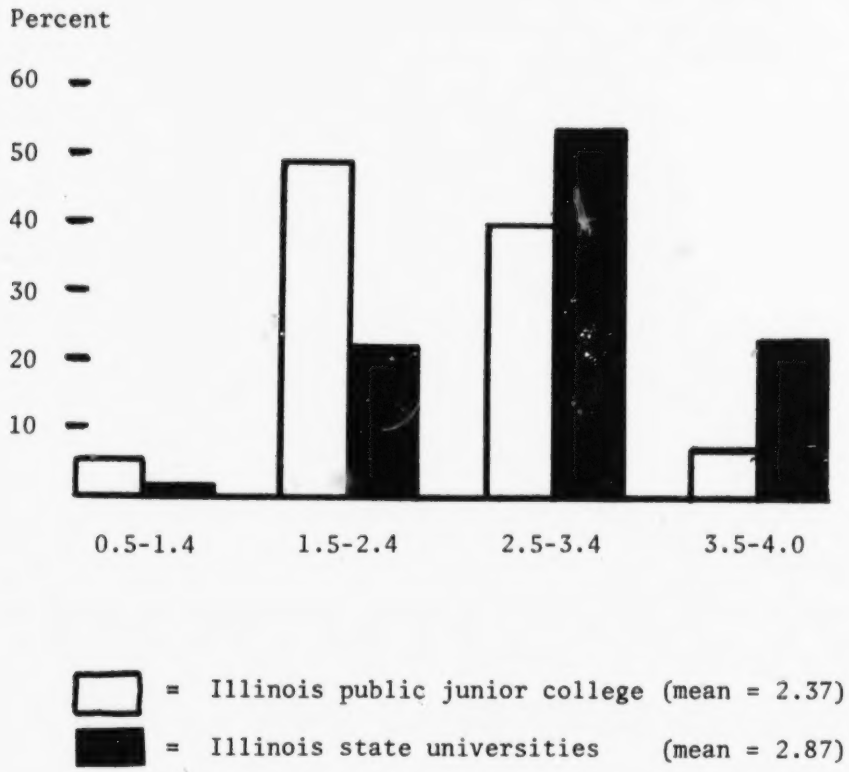


In addition, while comparable high school class rank data were not available, we did obtain comparable data on high school grade point average for both groups of entering freshmen. Figure C is a graph of the distribution of incoming students by high school grade point average

(GPA). Note that over half of the junior college freshmen have GPA's lower than 2.5, while over three-quarters of the university freshmen have GPA's of 2.5 or higher. The mean grade point average for university freshmen is one-half point higher than for the junior college group.

Clearly, there are significant differences between baccalaureate students entering senior institutions and junior colleges as measured by pre-college scholastic schievement.

Figure C. High school grade point averages of state university and junior college baccalaureate oriented freshmen, 1971-72.



Open door policy misapplied. The Economic and Fiscal Commission administrative survey asked both the dean of instruction and the head of student counseling on each campus about the criteria for admission to the baccalaureate-transfer curriculum. The responses from 17 of the 48 campuses indicated "no criteria." Others listed minimal criteria, such as an ACT composite score above 15, while still others took one full page of their catalog to present elaborate criteria--which almost anyone could meet. Many colleges cited the "open door" policy as justification for their position. The confusion between "open access to higher education" and "open admission to any program" was even more evident during our interviews with administrators.

Open access is defined in the Act by the statement: "The Class I junior college districts shall admit all students qualified to complete any one of their programs . . . ." But as stressed above, admission to the transfer program was supposed to be limited to those with "ability and competence similar to that possessed by students admitted to the state universities . . . ." The colleges which do not exercise these criteria for admission appear to be violating both the IJCB standards and the Public Junior College Act.

Opposition to remedial work. As noted earlier, students not admitted into baccalaureate-transfer programs should, by law, be given an opportunity to work their way into such programs by successfully completing preparatory courses. The nature and scope of developmental programs offered by Illinois public junior colleges are discussed in Chapter V. It will only be observed at this point that one problem faced by counselors and faculty, particularly in the urban colleges, is strong student resistance to remedial work. Students at some predominantly black colleges regard remedial courses as a form of "institutional racism." (Resistance to remedial programs has, in fact, been a factor in several instances of unrest in Chicago.)

As a result, in many instances students are counseled about the risks involved but are permitted to try any program--irrespective of their abilities and preparation. At some schools an effort has been made to compensate for this once the student is in the baccalaureate program through tutoring, learning laboratories, and modular instruction.

Criteria for measuring effectiveness. Several indicators may be employed to measure the effectiveness of the junior colleges baccalaureate-transfer programs. Among these are (1) the retention rates between first and second years, (2) the percent of second-year students who graduate, (3) the performance of junior college transfer students at senior institutions, and (4) the proportion who finally receive a bachelor's degree.

First to second year. The ratio of second-year junior college students enrolled in baccalaureate-oriented programs in the fall of 1970 to first-year students enrolled in those programs in the fall of 1969 was 45%. This presumably indicates that 55% of first-year junior college baccalaureate students did not re-enroll for the second year.

When a similar ratio was computed for Illinois public universities for the same period, a value of 78% resulted. This means an attrition rate of 22% between the first and second years for lower division public university programs.

A direct comparison of these ratios is not completely valid. For one thing, some students transfer into senior institutions after completing one year at a junior college. This will have the effect of deflating junior college retention rates and inflating the rates at senior institutions. To some extent, this effect is offset by students transferring from public universities into junior colleges.

A more significant problem is the fact that there are more part-time students in junior colleges than public universities. This, too, will tend to exaggerate the difference in retention rates between the two systems.

As a partial correction for this problem, each retention rate was weighted by an index number designed to reflect the relative importance of part-time students in each system.* The adjusted retention rates were 74% for public universities and 48% for public junior colleges. Although the difference was reduced, it was still very sizeable.

It seems clear that despite the qualifications that must be made in comparing the retention rates of the two systems, the junior college system is much less successful than the university system in retaining baccalaureate-oriented students between the first and second years. Assuming the requirements for successfully completing courses are comparable in the two systems, this suggests that the junior colleges are admitting many students into baccalaureate-oriented programs who are not similar in ability or persistence to their senior institutional counterparts.

When retention rates for individual junior colleges were examined for the same period, considerable variation in rates was observed. Of the 42 colleges examined, 10 had retention rates below 30%, the lowest being 11%.

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* For each system, the following ratio was computed:

$$\frac{\text{On-Campus Headcount (Fall 1969)}}{\text{On-Campus FTE (Fall 1969)}}$$

In turn, the ratio for each system was divided by a similar ratio computed for the two systems combined. The two index numbers which resulted were then multiplied by the respective retention rates to arrive at the adjusted retention rates.

It should be noted that comparisons of retention rates among junior colleges are considerably more tenuous than between the junior college and public university systems. It is more likely that the retention rates for a particular college might be influenced by such factors as an especially high proportion of part-time students or a large number of early transfers to senior institutions.

Nevertheless, it seems unlikely that very low retention rates can be explained solely on the basis of these factors. In fact, when the rates of the 42 colleges were adjusted for differences in the proportions of part-time students, eight colleges still had rates below 30% with the lowest rate remaining at 11%.

Second year to graduation. When the ratio of baccalaureate-oriented graduates to second-year baccalaureate students was computed for 1969-70, a value of 40% resulted. This means that, on the average, only four out of ten junior college baccalaureate students who reach the second year actually completed their programs at junior colleges.

A comparison of ratios for individuals colleges revealed considerable variation. Fourteen colleges had ratios of less than 30%, the lowest being 7%. Again, caution must be used in interpreting these figures. The influence of part-time students and pre-graduation transfers may affect different campuses differently. Nevertheless, the rates at these 14 campuses seem much too low to be explained solely on these grounds.

Junior college transfers' performance at universities. We collected data on public junior college students who transferred to four state universities (University of Illinois, Southern Illinois University, Eastern Illinois University and Western Illinois University). A significantly higher percentage of junior college transfers than of "native" students (those who began their freshman year at the university) are in academic difficulty. Appendix 1 shows the percent of students in good standing by junior college for the four universities surveyed, and the same figure for each native student population.

An examination of mean grade point averages earned by junior college transfer students at senior institutions reveals lower averages for transfers than natives in each case (Appendix 1).

What emerges from an analysis of these indicators for Illinois public junior colleges is a funneling effect. For a student entering a junior college baccalaureate-oriented program, the odds are very much against his ever receiving a baccalaureate degree.

As Frank Newman observed in HEW's 1971 Report on Higher Education, "Though two-thirds choose the transfer program, few enjoy, excel at, or persist in academic studies. Only a small percent actually complete their course and transfer." While Newman doesn't give a percentage, other national higher education researchers estimate that about 5% of entering freshman transfer students actually complete a baccalaureate degree. Staff members at IJCB and IBHE believe that in Illinois the percent may be somewhat higher--perhaps 7%.

Comparative costs. We received data (presented below) from the Illinois Bureau of the Budget on the cost of junior college transfer programs in several other states. There are several possible reasons why Illinois costs are higher: Illinois may be running the same program as the other states, but prices are higher; Illinois may be running a better quality and hence more expensive program; or Illinois may be running an inefficient program.

Table A. Cost per full-time junior college baccalaureate-oriented student, 1970-71.

State	Cost Based on Opening Enrollment	Cost Adjusted for Midterm Enrollment*
California	$ 872	$ 938
Connecticut	950	1022
Florida	992	1067
Illinois	1265	1360
Iowa	1021	1098
North Carolina	1000	1075
Virginia	817	879

* The figures given to us for other states were based on opening enrollment, while the Illinois figure of $1360 is based on midterm enrollment. The IJCB recommends a 7% adjustment to account for pre-midterm drop out.

If we compare baccalaureate instructional costs at the junior college with lower division instructional costs at the Illinois state universities we find that the junior college seems to be more expensive. The instructional cost for one full-time baccalaureate-oriented junior college student in Illinois is $1360 per year. The comparable figure for a lower division student at Illinois public senior institutions is $1160.

(It is important to note that the senior institutions include only State funds in their unit cost studies. While most receive little federal, foundation or other outside support, a significant portion of U of I's and SIU's revenues come from such sources. The inclusion of these additional funds would cause the cost figures for the senior institutions to increase. However, because we are dealing only with lower division costs, the adjustments are less likely to be significant.)

A comparison of the average instructional costs per credit hour by discipline is shown in the following table.

Table B. Mean instructional cost per credit hour for public universities (lower division) and public junior colleges, 1970-71.*

	Bio Sci	Math	Phy Sci	Soc Sci	Hum	Fine Arts	Busi-ness	Overall Mean
Public J.C. (Bacc-Trans.)	$49.72	$45.27	$56.07	$39.36	$45.60	$52.39	$39.36	$46.82
Public Univ. (Lower Div.)	42.55	32.10	51.17	24.10	40.83	50.87	41.86	40.49

* Public university figures are inflated by 7% in accord with IJBC recommendation to adjust for differences in accounting procedure. See Appendix 2.

In every discipline except business, junior college courses cost substantially more than comparable courses at senior institutions. The highest cost per credit hour was $178.13 for biological science at one junior college compared to the university biological science high of $77.76. The lowest cost was $15.07 reported by one university for social science; the junior college low in social science was $24.29.

Among the factors which may account for higher cost at the junior colleges are the following:

a) more marginal students in terms of academic preparation and achievement may require more faculty contact;

b) more faculty-student contact means basically smaller class sizes, which can be obtained either through a lower student-faculty ratio or a heavier teaching load;

c) the fully paid teaching faculty at the junior college does not include the low cost teaching assistants often employed for lower division instruction at the universities;

d) differences in accounting procedures between senior and junior institutions;

e) economies of scale in larger universities; Medsker and Tillery suggest that an efficient size for a community college is between 2000 and 5000 FTE students--21 of the Illinois junior colleges are below that range and many are unlikely to attain it.

Student-faculty ratios. Junior colleges admit more marginal students than do senior institutions. One of the rationales mentioned by the junior colleges is that these marginal students will receive more faculty time and attention than they would at a university.

The ratio of FTE baccalaureate students to FTE baccalaureate faculty in the junior colleges is 23:1. (Medsker and Tillery recommend between 20:1 and 25:1.) We expected to find that the junior colleges have a lower student-faculty ratio than the state universities. However, according to the IBHE staff the ratio for those institutions is also 23:1. We were unable to independently verify the university ratio.

The IJCB's 1970-71 data show that student-faculty ratios in junior colleges range from 33 to 1 to 14 to 1. (See Appendix 3 for the breakdown by college.) Complete reliance should not be put on these data since our field visits indicated that there is considerable variance from campus to campus in how even such basic data as FTE students and FTE faculty are reported.

Class size. Despite the fact that overall student-faculty ratios are the same in the two systems, class sizes may tend to be smaller in junior colleges because junior college faculty traditionally have heavier teaching loads than their university counterparts. This is one way of giving students more attention.

In our administrative survey we asked the dean of instruction what he considered the "optimum" or "efficient" class size. Responses varied widely with a number indicating ranges as low as 10-12 students. At some colleges, union contracts set 35-39 as the maximum number a faculty member should be expected to teach in a course.

IJCB class size data for Fall 1970 indicates that 9% of all baccalaureate courses enroll fewer than 11 students. Only 2% enrolled more than 51 students; that 2% is largely made up by William Rainey Harper College, which had 23 classes with more than 100 students and the highest student-faculty ratio in the state. (See Appendix 4.)

Kankakee had the most small classes (29% under 11 students), while three colleges had no classes with fewer than 11 students. Because different colleges reported this information differently, these data may be misleading. Some classes may be listed as having one to five students because many colleges counted each independent study and field internship student as a class of one student. However, this does not explain the high percentage of classes in the 6-10 student range.

Instructional staff. Well over 90% of the junior college faculty teaching baccalaureate oriented courses have earned at least a masters degree. Over 35% have at least 30 units past a masters or have earned a doctorate.

On our field visits we found that junior college administrators strongly prefer full-time professional instructors to graduate student teaching assistants. They claim that full-time graduate students tend not to be committed to junior college instruction and are not as effective as are those seeking full-time teaching positions at the junior college level. As one senior administrator put it, "I want professionals--not indentured servants working off a graduate degree." Some also suggest that there might be a union problem in hiring graduate students.

Summary. The mission of the baccalaureate transfer program in community colleges is to admit qualified students and give them university-parallel instruction so that they can transfer to senior institutions to complete their baccalaureate programs.

It appears that the community colleges are admitting unqualified students into baccalaureate curricula and that many of these students are not competing effectively with native students at senior institutions. Further, the junior college programs seem costly compared with those at senior institutions.

Unfortunately, these conclusions may be based on data which are less than fully reliable. If the State is to continue to fund post-secondary education at the current level, thorough evaluation of the impact, effectiveness, and cost of programs must be possible. Such evaluation cannot take place without the collection of appropriate data. The IJCB should take a much greater role in assuring timely collection of data, uniformity of reporting methods, and efficient compilation and publication of relevant information.

IV. THE OCCUPATIONAL MISSION

Mission. Because of rapid technological advances and the effects of economic fluctuations, the working man today faces a world in which job and career outlooks are constantly changing. Manpower experts tell us that a worker should now expect to change occupations several times within his or her lifetime. With its general accessibility and potential for educational flexibility, the community college should be an ideal institution for occupational education in such an era.

The General Assembly established technical training and education as one of the four principal missions of the public junior colleges when they stated in the Public Junior College Act of 1965 that a comprehensive junior college program shall include " . . . courses in occupational, semi-technical or technical fields leading directly to employment."

In 1972 the General Assembly, concerned that the junior colleges were not meeting the need for occupational training, provided an extra reimbursement of $2.50 per credit hour for non-business occupational instruction. Last year the IJCB stated that their first priority was the "expansion of occupational and career education programs to meet the needs of the State of Illinois with particular emphasis on short-term vocational skill training and retraining."

Attitudes and priorities. Our surveys of administrators, faculty and students seem to show that--with some important exceptions-- those involved in the junior colleges share the legislature's and IJCB's attitude toward occupational education. The majority of junior college presidents, for example, told us that occupational education would be their first priority if they received extra unearmarked money. However, thirteen out of forty-three chief executives ranked the priority of their occupational programs lower than third. (See Appendix 5.) Part of these lower rankings might be explained by the fact that some junior colleges have already put considerable resources into their occupational programs.

In responding to the same question, faculty, on a state-wide basis, also said that the occupational curriculum should be the number one priority. (See Appendix 6.) Nevertheless, a substantial minority disagreed with the statement, "Occupational education should be a top priority of the community college." (See Appendix 7.)

While junior college students as a group did not rank the occupational curriculum as a first priority, they gave the occupational program a higher priority than the baccalaureate program on all campuses surveyed. (See Appendix 8.) Furthermore, approximately 80% of students surveyed felt that baccalaureate and occupational students received the same degree of attention and respect from faculty and counselors. This seems to

demonstrate that the importance of occupational education is being reflected in everyday attitudes and actions by appropriate junior college personnel. There were some schools, including two in Chicago, where large minorities of students claimed otherwise.

Although administrators, faculty and students do generally seem to agree on the importance of occupational education, there appears to be some difficulty in translating that attitude into actual priorities. Individual junior college budgets for 1970-71 clearly demonstrate that the baccalaureate program was allocated, in almost all cases, much more than the occupational program. In some junior colleges the baccalaureate program received five to eight times more funding. The baccalaureate program also generated more student credit hours, in some cases five times more, than the occupational program. (See Appendix 9.)

In 1970-71 many more students, by actual headcount were enrolled in the baccalaureate program than in the occupational program. This situation has changed somewhat according to the Fall 1972 enrollment figures. They show that comparatively more students than before are now entering the occupational program; but still generally less than are entering the baccalaureate program. (See Appendix 10.)

While headcount ratios are not conclusive measures of equality, the combination of enrollment trends and attitudinal factors suggests that occupational training has yet to achieve a co-equal place with baccalaureate education in most of the junior colleges.

Evaluating effectiveness and efficiency. Whether or not the objectives mandated by the General Assembly and the IJCB are being met cannot be shown by analysis of attitudes or budgets. Favorable attitudes, large enrollments, and strong funding will make little difference if programs are not efficiently administered, properly coordinated and effectively serving those who enroll in them.

To determine how effective junior college occupational programs are, a series of questions needs to be answered:

1. Are the occupational programs reaching those for whom they were intended?
2. Are students of the occupational programs receiving proper program guidance and are they encountering any barriers to their entry in the program of their choice?
3. Are occupational courses being adequately taught, and are there institutional processes for determining this?
4. Are occupational students being taught skills that equip them for jobs that are available?
5. Are enough people completing the programs and are they learning enough to make these programs worthy of public support?

6. Are junior college placement services fulfilling their purpose?

7. Are junior college occupational graduates being employed in the fields for which they were trained?

In trying to determine how efficient the junior college occupational programs are, the costs of occupational instruction must be examined. Information on what similar programs cost at different colleges must be considered and factors such as class size and student-teacher ratios must be analyzed.

Once some idea of the effectiveness and efficiency of the programs has been established on the campus level, focus must be turned to the district or multi-district level to determine if there is appropriate cooperation and division of labor among institutions providing career training. Finally, we will examine the IJCB and other agencies concerned with vocational education to see if they are working efficiently together to avoid duplication and share administrative tasks.

Data problems. There are two inherent difficulties in interpreting these data. First, the data available on vocational education in the junior colleges is quite inconsistent and unreliable. Often data on the same subject or transaction from the two principal State-level sources--IJCB and VocTec--are completely contradictory. In our field visits to nineteen junior college campuses we also found that often the junior colleges report vital statistics months late and incorrectly compiled. Sometimes it seems the junior colleges have actually manufactured required statistical reports. There is little follow-up on the part of the IJCB or others to correct obvious statistical discrepancies. There is an urgent need for a reliable and complete management information system that is understood and adhered to throughout the system.

The second difficulty concerns the comparability of institutional cost and output data across campuses. In examining these factors, it must be understood that inputs vary from college to college. Students entering different colleges have dissimilar educational, economic, and social backgrounds. Thus, districts confront different problems and levels of difficulty in matriculating students through occupational programs, and these differences should be reflected in unit cost data as well as in measures of effectiveness.

A college enrolling occupational students whose pre-college training is below the average must make a greater compensatory effort in order to have its graduates at skill levels comparable to those of graduates from other institutions. This compensatory effort may be reflected in higher unit costs. But some colleges are not able to provide additional resources to compensate for such deficiencies. While costs may not be higher at these colleges, output effectiveness measures would be expected to be lower.

Furthermore, gross comparisons of effectiveness measures could be misleading because some programs are more difficult than others, and comparison of costs may be ambiguous since some programs are more expensive. Therefore the mix of programs on each campus should also be considered in comparing vocational programs.

Target populations. One indicator of a program's effectiveness if whether it is reaching those groups of people it was intended to serve. The target populations for the junior college occupational curriculum are:

1. Youths (beyond high school) who are preparing for occupations which require two years of training or more (who are generally candidates for an Associate of Applied Science Degree);

2. Youths who are preparing for a job which requires skills they do not have (who may want to take only one or two occupational courses or earn a vocational certificate);

3. Adults who require mid-career vocational training either to upgrade themselves in a current job or to change occupations (whose educational needs may range from one occupational course to an AAS degree or beyond).

Determining precisely whether the junior colleges are reaching these target populations is difficult because of a lack of relevant data both in the IJCB and in most of the schools themselves. That fact in itself is important for it suggests that the junior colleges themselves are probably unable to determine whether they are serving their target populations. For example, in regard to target population #3 above, only 12 of the 48 junior colleges informed us that they identify in any way those occupational students who are "retooling, upgrading or in-service." Furthermore, only twelve identify those students whose education is being subsidized by their employers by tuition payments or by time off or both.

Because few colleges analyze service to stated target populations, it is difficult if not impossible to tell if the occupational needs of a community are being met. It is also difficult to determine whether the many students who leave college before obtaining a degree or vocational certificate are actually drop-outs or whether they had orignally intended to take only a few courses. Most junior colleges need to institute procedures for identifying the student's educational objective and his success in attaining it. Only in that way can the college begin to learn whether its occupational curricula are meeting the needs of its target populations.

Through the use of our student survey of nineteen campuses, we

tried to determine, roughly at least, if junior colleges were reaching their target groups. The survey showed that, while the General Assembly indicated that junior colleges should offer "courses in occupational, semi-technical or technical field leading directly to employment," over a third of the occupational students surveyed said they were planning on transferring to a four-year school, with (23.3%) or without (12.5%) an AAS degree. About a quarter of the total occupational students surveyed indicated that their prime objective was to receive an AAS degree only. Over a fifth said that they wanted to earn a vocational certificate, and about 15% claimed they just wanted to take some courses to prepare for a job. (Even though this latter group accomplished their occupational objectives they are often identified as dropouts because they obtained no degree or certificate.) Over a sixth of all occupational students said they were taking courses to improve skills in their present occupations.

These results indicate that the occupational program may be serving more of a transfer function than the General Assembly intended. Most target groups seem to be represented in the sample, but there is no way to say whether or not they are represented in their proper proportions.

Counseling. An effective occupational program requires proper counseling and guidance for its students. Chapter VIII deals more fully with counseling. However, a large majority of the occupational deans indicated on our administrative survey that their school's counseling services need to be strengthened. They indicated that not only were the numbers of counselors inadequate, but also that their experience and training were often irrelevant to the needs of occupational students. A great many counselors are unfamiliar with the "world of work" and are oriented in outlook toward the baccalaureate area. The inadequacy of occupational counseling is suggested by the fact that counseling staffs at only two or three of the 48 campuses have specific divisions of labor, with some counselors specializing in occupational counseling.

Barriers to entry. According to responses to our administrative survey and field visits, there are few occupational programs with entrance requirements that restrict admissions. One exception is the nursing programs in which enrollment restrictions have been established in at least ten junior colleges because of a lack of spaces or limited hospital facilities. At some schools there are backlogs of 200 to 300 students who must wait several years to get into the nursing program. Several schools have enrollment restrictions in other health related fields. Two schools, Kaskaskia and Triton, restrict admission into other occupational programs. Admissions criteria vary from "first-come-first-served" to test results or high school performance. However, as the law intended, the majority of junior college occupational programs have no real restrictions on admission.

Student responses to our survey support administrative statements on this point. Over 83% of occupational students claimed they are in the program of their first choice. About 15% of the occupational students, however, did not get into the program of their first choice. This was mainly due to a lack of room, although a few (2.2%) were turned away as unqualified. Of those who were not admitted to the program of their first choice, over a third expressed dissatisfaction with the occupational program they were in.

Evaluating course effectiveness. For a course to be effective students must stay in it to completion. It is difficult to compare average course retention rates among junior colleges because the quality of student input and the pressures to drop out may vary from district to district. In addition, the data in this area are extremely unreliable, and in many cases not even collected.

However, we did ask chief instructional officers for their own calculations of occupational course retention rates. The responses ranged from 61% to 99% with most deans reporting rates of 85-90%. (See Appendix 11.)

Another important consideration is whether a school has a formal procedure for evaluating its courses. Constant formal and informal evaluations of course materials, methods, and effectiveness are vital to the educational process. This is especially true of occupational programs which are geared directly to employment. Significant delays in adjusting courses to meet student needs or job demands could render them irrelevant.

The responses to our administrative survey indicated that only about eight campuses have specific, formal evaluation procedures to determine occupational course effectiveness. Twenty-three responses were vague and uninformative. Ten campuses indicated no evaluation procedure at all.

Training for jobs that exist? A most important question is whether courses are training people for areas where there are and will be employment opportunities. To this end each junior college has advisory committees for various occupational areas whose purpose is to help assess manpower needs and suggest curricula that will meet them. A few junior colleges such as Kaskaskia, Triton, and Kishwaukee have supplemented this process with local manpower studies.

To determine whether the junior colleges are training for available jobs, we compared the Division of Vocational and Technical Education's list of state manpower priorities with the occupational courses offered at each junior college. The list of state manpower priorities may not always reflect local priorities, but our field visits to nineteen campuses indicated that state and local needs correlated fairly closely most of the time. It also must be noted that the IJCB's

"Standards and Criteria" states that "Program development in this area should consider educational needs and employment opportunities both within and outside the junior college district."

VocTec's list classified most vocational courses as "A", "B", "C" or "D", with "A" indicating a high manpower priority and "D" a low one. The "C" and "D" areas are usually areas where manpower surpluses exist.

We found that, for FY 1972, the percentage of courses in "A" and "B" categories varied from 97.4% at the State Community College of East St. Louis to 42% at Southwest. Six campuses had under 50% of their occupational courses in the "A" and "B" priorities, nineteen had under 60% and thirty-one had under 70%. (See Appendix 12.)

The percentage of "C" and "D" courses varied from 2.6% at the State Community College of East St. Louis to 53.5% at Danville. Eighteen campuses had over 30% of their occupational courses in the "C" and "D" priorities, seven had over 40% and two had over 50%. Actual enrollments and credit hours generally followed the same distribution of priorities. (See Appendices 13 and 14.)

It appears from the above evidence that the occupational instruction in many junior colleges is not oriented toward the actual manpower demands and job opportunities in the State.

Over-training? A different kind of problem is presented in cases where students appear to be training for jobs that do not require junior college preparation. Some colleges are offering training for "aides" (nurses' aide, hospital aide, etc.) when people without any prior training can gain entry to the same jobs at the same pay. Apparently, this training can be handled just as efficiently on an on-the-job basis.

Of course, short courses designed to meet specialized needs of local businesses or institutions are appropriate. In these cases, employers can contract to have the junior colleges provide training programs to upgrade the skills of people already employed. Illinois Central College, for example, has on a number of occasions provided employees of local businesses with short courses in very specialized problems. Some colleges are reluctant to engage in these types of arrangements.

Our interviews with junior college administrators indicate there are some differences of opinion about the appropriate mix of general education and skill-related courses for a vocational curriculum. In response to IJCB requirements, some colleges have had to make adjustments in their programs to provide additional general education courses.

A few of the vocational people and advisory groups at these

colleges feel that this is a step in the wrong direction. They question first whether the immediate occupational needs of the students are served by non-technical courses, and second, whether a student interested in a particular vocation, such as auto mechanics, will be sufficiently motivated to take courses not directly related to that interest. According to these people, a "hands-on" philosophy should prevail in designing most career curricula. They also point out that the colleges are always available to students who want to round out their educations even after they've finished initial training. It is interesting to note in this regard that during our telephone survey of 20 major employers, several personnel officers commented that they thought junior college graduates were actually over-educated for the kinds of positions they had available.

Quantity and quality. One measure of effectiveness might be the percentage of occupational students who completed their occupational programs and then gained employment in areas related to their training. The information needed to examine this indicator should be readily available from the IJCB or the colleges themselves. The IJCB's "Standards and Criteria" requires junior colleges to do program evaluation; it specifically states that "Each college shall develop procedures for the continuous evaluation of instructional programs. Techniques of evaluation should include follow-up studies. . . ."

However, we were soon confronted by serious data problems. Only a few junior colleges, such as Moraine Valley and Illinois Central, fulfill IJCB requirements and do comprehensive and analytic follow-up on their occupational students once they graduate or drop out. This means not only that an outside observer is unable to make clear judgments on the success of occupational programs, but also that colleges themselves are unlikely to know what their programs are achieving.

From other sources we have attempted to piece together a picture of the effectiveness of the junior colleges' occupational curricula. VocTec keeps reported figures on occupational enrollment and subsequent employment status. Even some of these data seem inconsistent and questionable. Nevertheless, the junior college districts submit this information to comply with the federal law under which VocTec allocates them federal monies.

This VocTec data was compared with data on formal completions in the occupational curricula from the IBHE. It must be noted that there are several limitations in applying this indicator of effectiveness too rigidly. For example, many students take more than two years to get an Associate of Applied Science degree since they attend only part-time or periodically over several years. Also, some occupational students may achieve their educational objectives by only taking a few occupational courses and thus do not get a degree or certificate. Our student survey

indicated that at least 15% of occupational students are in the latter group. Finally, since IJCB did not keep the relevant data for FY 1972, total occupational enrollments (unduplicated headcounts) had to be used, thus including both "first" and "second" year classes, and not just the "graduating class".

What the enrollment and completion data appear to show is an extremely low formal completion rate for occupational programs in most of the junior colleges. Rates range from .4% (at Southwest) to 43.7% at Spoon River). Twenty-six campuses had formal completion rates of under 12% and only nine campuses had rates above 25%. (See Appendix 15.)

Lincoln Land Community College provides an illustration of this situation. According to VocTec, total occupational enrollment of all kinds at Lincoln Land was 968 in FY1972. According to the IBHE, Lincoln Land gave out only 52 occupational degrees and certificates in FY1972. Even allowing for the limitations on the data, the 52 out of 968 figure seems inordinately low. Beyond that, what information VocTec has from this particular school appears to show that of those 52 occupational graduates, two left the labor market (marriage, death), one was known to be continuing education at a higher level, seven were employed in areas unrelated to their training, and two were known to be still unemployed. Only 25 students were reported as employed full time in the field they trained for or in a related field. (See Appendix 15.)

This extreme "funnel" pattern is in no way unique, nor does Lincoln Land have the lowest completion or employment rates. Unfortunately, the pattern is common to most of the Illinois junior colleges. Even if the VocTec information is only roughly accurate it raises serious doubts about the over-all effectiveness of occupational programs at many junior colleges.

Test results. Another question that should be raised but can only be partially answered concerns the comparative caliber of junior college occupational graduates. Currently, few comparative measures exist. One that does is the certifying or licensing examinations administered by the Department of Registration and Education. Although Registration and Education gives tests for a number of occupations the only ones for which data is aggregated to show how junior college graduates did is Licensed Practical Nurses and Registered Nurses.*

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*At this juncture there should be a brief note on Registration and Education. In our field visits a few administrators complained about R & E's licensing and certification procedures and criteria. They said that they believed that R & E was slow to realize the changes that were taking place in several occupations and that some criteria for judgment lagged behind the times, causing standards to suffer. An example of this latter point is that a passing score on the Licensed Practical Nurses' test is 350. According to officials of R & E this cut-off point is well below the cut-

The performance of nursing graduates on these tests varies greatly from college to college. On the LPN tests they vary from a 0% failure rate at Kaskaskia, Thornton, Illinois Central, and Lake Land to a 32% failure rate for the State Community College of East St. Louis. (See Appendix 16.) From January to September 1972, the percentage of junior college students who failed the tests for Registered Nurse on their first attempt varied from 0% for Joliet, to 51% for Malcolm X, 55% for Kennedy-King, and 60% for Kaskaskia. (See Appendix 17.)

Our over-all impression is that the quantity and quality of the training and direction many occupational students receive leave a great deal to be desired. The IJCB must direct the colleges to do complete and constant follow-up studies on both graduates and dropouts. Such studies are not only important in judging success and failure of particular programs, but they are also vital to proper curriculum development and planning. The quality of occupational data and follow-up studies must be greatly improved. Some of the smaller colleges may require outside technical assistance to accomplish this.

Placement. The placement function is a crucial link between the occupational students' training and his employment. The IJCB "Standards and Criteria" state that, "The college shall provide an active placement service for its students. This placement service should include a clearing house for information concerning vocational opportunities for employment oriented students . . . ."

Our administrative survey showed that at least four campuses had no personnel specifically assigned to placement and that twenty-two had only one part-time professional working in this area. However, faculty are also involved in the placement function--mostly on an informal or casual basis--on a majority of junior college campuses.

The effectiveness of junior college placement services appear to vary greatly. Responses to our administrative survey indicate that on-campus visits by potential employers ranged from none at Lincoln Land and McHenry and one at East St. Louis, to 60 at Black Hawk and over 100 at Rock Valley. (See Appendix 18.)

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off point used by a number of other states. In California a passing score is over 500.

Furthermore, the results of more certification and licensing exams should be cross indexed and compiled for the institutions in which individuals trained for the tested occupation. In this way important feedback would be more readily available to interested institutions.

Similarly, the colleges reported vastly differing data on the number of those who were actually helped to get permanent jobs by the placement service. For example, Lake Land reported its service placed 174 students out of 175 who sought permanent jobs. Rock Valley claimed 180 out of 200, Rend Lake 126 out of 155, and Sauk Valley 140 out of 165. On the other hand, Mayfair claimed only 22 students out of 292 who sought full-time placement, Loop 15 out of 225, Olive-Harvey 0 out of 35, Wilbur Wright 123 out of 788 and Spoon River 0 out of 80.

Many other junior colleges reported that few students expressed intent to use their placement service. For example, East St. Louis indicated only 4 students did so, Kankakee claimed 10, Lincoln Land 12, and Lake County 4. Such figures may indicate either that the placement services are moribund or that students are successfully getting jobs on their own or through faculty. (See Appendix 18.)

Furthermore, it seems that placement services are often less accessible to certain groups of students. Placement personnel are available evenings on only sixteen campuses. The vast majority of schools rely primarily on bulletin boards or circulars to communicate job openings to evening students, many of whom are occupationally oriented.

Placement officers' knowledge of former students' job success and of employers' needs should be a valuable input into occupational curriculum development. Nevertheless, only four schools reported that their placement people had formal and substantial curriculum evaluation and development roles. Twenty-five claimed their placement officers had an informal or casual advisory role, and thirteen indicated no inputs at all.

When we asked faculty state-wide if the placement service on their campus was "excellent" a majority disagreed. (See Appendix 6.) On 29 campuses those who disagreed were a majority. (See Appendix 19.) Similarly, 33 occupational deans thought that their placement operation needed strengthening while only six did not. Many thought more placement personnel or a more active effort to contact employers was needed. The latter point was also made by several employers in an informal telephone survey we made of 20 major companies in Illinois.

The information currently available suggests not only that placement services are inadequate but also that many people in the junior colleges are aware of it.

Costs. According to the IJCB unit cost study, the costs per student credit hour for similar occupational courses vary greatly from college to college. In 1970-71, the latest year for which the IJCB has data, Health Occupations costs per credit hour varied from a low of $46.76

at Southeastern to a high of $116.36 at Waubonsee, while the total system's average was $71.45. In Distributive Education the costs varied between $30.10 per student credit hour at Black Hawk to $95.01 at Shawnee, while the system as a whole averaged $44.56. The cost differentials are even greater in other occupational areas such as Trades and Industry, and Office Occupations. (See Appendix 20.)

Student-Teacher ratios and class sizes. There are also great variances in student-teacher ratios for occupational courses among junior colleges. In 1970-71, the most recent year for which the IJCB has usable data, the overall ratio of FTE students to FTE faculty in occupational areas varied from 9 to 1 at the State Community College of East St. Louis and 10 to 1 at McHenry County and Kankakee to 26 to 1 at Loop College, Southwest and Wilbur Wright. (See Appendix 3.) Similarly, junior colleges varied significantly in the number of extremely small occupational classes they reported. (See Appendix 4.)

Some of the explanations for the variations in student-teacher ratios and class size might be the same as those for credit hour costs. They could be a result of (1) bad reporting and accounting procedures; (2) initial start-up problems; (3) more personalized instruction or (4) inadequate planning or inefficiency.

If the colleges, the IJCB and VocTec are to evaluate the viability of their operations and render accountability to the people of the junior college district and the state, they must be able to identify and explain the factors causing wide differences in inputs and unit costs. Very little such analysis has been done to date.

Cooperation and division of labor within the junior college district. All three multi-campus junior college districts--Black Hawk, Chicago, and Illinois Eastern--have developed some intra-district divisions of labor. For example, Black Hawk's east campus handles most of its agricultural programs. Among the Illinois Eastern campuses Wabash Valley handles agricultural and related programs, electronic technology, and radio-T.V.; Olney automotive mechanics and technology, construction trades, and health occupations such as nursing; and Lincoln Trail air conditioning, food services, engineering drafting, and petroleum technology.

The City Colleges of Chicago have a semi-formal division of labor that has evolved naturally rather than as the result of district-wide policy. No real restrictions to each college's programs in occupational fields were found, but an effort is made to concentrate advance work in particular fields at particular colleges. Thus Kennedy-King tends to concentrate on human services, Wright on hotel-motel management and data processing, Southwest in transport, Loop in public service, Olive-Harvey in engineering and related fields, and Malcolm X in the health occupations.

Cooperation among the districts. (See Chapters XII and XIII.) Cooperation and division of labor between junior college districts has progressed

less well. Most agreements are of an ad-hoc rather than systemic nature. They are usually designed to accumulate the necessary enrollments among a few schools to sustain a viable occupational program. The agreements between Thornton and Prairie State in their Fire Science and Law Enforcement programs are of this nature. A few agreements actually do establish a formal division of labor. Waubonsee and Elgin have such a relationship in which only one school carries on an automotive program while the other concentrates on a dental assistant program. Belleville and Illinois Eastern reported that they are now trying to arrange a broader division of labor that would divide the responsibility for twenty occupational programs.

With the exception of the examples mentioned above and a few consortia involving nursing programs, the colleges reported to us few real agreements which involve substantial and permanent divisions of labor. The only attempt at this type of understanding is the Metro-East St. Louis Council on Interinstitutional Cooperation consisting of Belleville Area College, Blackburn College, Greenville College, Kaskaskia College, Lewis & Clark College, McKendree College, Parks College, Principia College, Rend Lake College, Southern Illinois University at Edwardsville, and the State Community College of East St. Louis. Its plans include facilitating, encouraging, and sustaining interinstitutional cooperation, planning, and program development via an intercollegiate, common market type community educational council. However, there has not yet been formal assignment and divisions of tasks and program concentration.

The problem is not only a lack of widespread local initiative. Until the last few months no incentives or vehicles had existed to encourage multi-institutional cooperation and divisions of labor where geography, road nets or population density would permit. None had been developed by the IJCB or VocTec. However, the first interinstitutional cooperation grants (under The Higher Education Cooperation Act, PA 77-2813, Sept.11, 1972) have just been approved by the IJCB and IBHE. Most of these involve occupational curricula. It is, of course, too early to assess their impact. It is clear, though, that vigorous action is necessary (1) to avoid future duplication, (2) to correct, wherever possible existing duplication and waste of resources, and (3) to maximize efficient use of present and future facilities.

Administration, cooperation, and division of labor. Primarily three State agencies are involved in approval of new occupational programs and the distribution of vocational funds to the junior colleges. The Illinois Junior College Board which is charged with recommending approval or disapproval of new occupational programs, has only one staff member assigned to this function. The IBHE must also approve new proposals for occupational programs. Finally, the Division of Vocational and Technical Education (VocTec) of the Board of Vocational Education and

Rehabilitation has approval power over all occupational programs receiving federal and State funds under its distribution formulas.

VocTec distributed a total of $6,425,115 in FY1971 to junior college occupational programs. The IJCB in addition to its regular distribution of state apportionment funds to junior colleges, was authorized this year by the General Assembly to distribute an additional $2.50 extra per student credit hour for occupational instruction.

There is at present little formal coordination between IBHE and IJCB on one hand, and VocTec on the other. Formal coordination and information exchange must be established since the IJCB approval procedure, which could play a pivotal role in eliminating unnecessary, wasteful, and low manpower priority programs, is too large a job for one man. Similarly, in regard to distributing funds, a formal relationship must be established between VocTec and the IJCB to permit the IJCB to benefit more fully from VocTec's administrative and field evaluation capabilities. It would be wasteful and counter-productive for the IJCB to develop its own administrative structure, priorities, and criteria for distributing the $2.50 supplement or for it to develop an independent occupational program evaluation capability.

Area secondary vocational centers. The IJCB and VocTec must also avoid functional duplication in their activities related to occupational education. One area where coordination is urgent is the construction and operation of Area Secondary Vocational Centers.

The purpose of the Area Secondary Vocational Centers is to foster cooperation among several school districts over relatively large geographical areas to avoid duplication of facilities and a proliferation of effort. The Centers themselves are modern training facilities which are to provide comprehensive vocational programs for secondary students, generally juniors and seniors. The high schools reimburse the Center through charge-backs. The Area Centers are also authorized to provide programs for adults who need to upgrade their skills or learn new skills in order to be employed.

For FY1972, $3,893,418 of State and federal reimbursement monies were expended for twenty-one Centers in Illinois. (See Appendix 21.) For FY1973, $4,700,000 was appropriated by the General Assembly for new instructional equipment for Area Centers, and $20,000,000 was authorized from the Capital Development Bond Fund for the construction of new Centers. In the development of new facilities, local school districts match the State, generally on a 50-50 basis for construction.

The IJCB's "Guidelines for Statewide Curriculum Planning in Junior Colleges" states that, "To assure effective utilization of

resources, community colleges should cooperatively support educational opportunities offered by other agencies to residents of the district." Despite this, the Area Secondary Vocational Centers and the junior colleges have no effective state-wide, and little local, coordination of occupational training efforts. Almost half of the junior college districts have a Center within their district or nearby. Yet in our administrative survey only twelve campuses reported that they even had representation on the Area Center's Advisory Committee, and only eleven or twelve claimed that they currently had any kind of articulation with the Center and its students. Many junior colleges have no regular relationships with nearby Centers. Relationships that do exist are mostly informal and mainly concerned with a particular program or individual instructors. Only four occupational deans reported that some division of labor has been made with Area Centers. Black Hawk was the sole junior college to report a formalized agreement with a Center, although Shawnee and Highland are trying to closely coordinate facilities and instructional resources with their Area Center.

The lack of a real formal division of labor in the vast majority of cases is seen in a comparison of the occupational programs offered by the local Center and the local junior college. For example, John A. Logan has programs similar to ten of the twleve offered at the Marion Area Vocational Center. Lincoln Land duplicates eleven of the fourteen programs of the Springfield Area Vocational Center, and Illinois Eastern duplicates eleven of the thirteen offered at the Area Vocational Center in Lawrenceville. These cases exemplify a widespread duplication of programs. Both junior colleges and Area Centers also seem to require similar equipment, instructors, and physical plant. The principal difference appears to be only that the clients of the Area Centers are in eleventh and twelfth grades while those of the junior college are in the thirteenth and fourteenth.

This situation represents a failure to maximize utilization of existing occupational education facilities. This becomes even plainer when it is realized that some junior college occupational facilities are unused for long periods during the day. Secondary students, working in their own classes and at their own level, could fill in this slack time. It is imperative that, in those districts where Area Centers now exist, there should be a formal coordination of activities and division of labor between the local junior college and the Center to maximize facility use.

In those junior college districts where no Area Secondary Vocational Center yet exists, or one exists but the physical plant is not yet built, the junior college should be used, thus eliminating many initial construction, equipment, and auxiliary costs. The School Code specifically states that secondary schools can enter agreements with junior colleges for the training of individual 11th and 12th grade vocational students. As is discussed further on pages 43 and 89, legislative action may be necessary to promote broader use of junior college facilities in the training of high school vocational students. According to VocTec publications, their guidelines permit the facilities of a "junior or community college" to be used as an Area Center.

No junior college in Illinois has been designated as an Area Secondary Vocational Center. William Rainey Harper, however, is taking the initiative with three high school districts to form the Harper Area Career Program Cooperative whose function would be much like that of a Secondary Area Vocational Center. The stated purpose of this agreement "is to plan and carry out vocational programs which can be conducted more efficiently and economically on a joint basis. The over-riding purpose of all such cooperatives is obviously to serve the broader vocational needs of students within the districts involved."

There has been much local failure to formalize cooperation and division of labor between junior colleges and Secondary Area Vocational Centers. On the State level there has been a massive failure. Despite periodic staff meetings, IJCB and VocTec have failed to integrate their systems in any way. Neither has taken the initiative to coordinate similar activities, eliminate duplication and optimize use of resources and physical facilities, thereby minimizing over-all costs. Instead the agencies have constructed separate overlapping structures.

Junior colleges can have a vital role to play in supplementing secondary vocational education as well as in dealing with the task of providing programs for adults to upgrade or learn new skills. VocTec and the IJCB should realize the similar functions their separate programs are fulfilling and seize the opportunity to optimize resources and eliminate duplication by formally coordinating their current activities and future plans. Together they should energetically encourage and direct junior colleges and area centers to cooperate with each other. Since each is required by VocTec to submit one-year and five-year plans, cooperation might well be increased if they were required to submit joint plans.

V. THE DEVELOPMENTAL-PREPARATORY-REMEDIAL MISSION

The Illinois Junior College Board "Standards and Criteria" state that developmental courses shall be offered "to help prepare individuals for admission to occupational oriented curricula, baccalaureate oriented curricula, or for their intrinsic value."

Medsker and Tillery observed in their 1971 Carnegie Commission report that "30 to 50% of students enter the open door colleges in need of basic skills required for college study." An examination of ACT profile data on Illinois public junior college freshmen for 1971 reveals that these students had high school grades and ACT scores in specific subject areas which were significantly below state and national norms for all college freshmen. The ACT profile data also show that a relatively higher percentage of Illinois public junior college freshmen also expressed special educational needs for help in improving reading, math, and writing skills.

To determine the effectiveness of a college's developmental program, a number of factors have to be considered. These include: (1) the means by which remedial needs are identified, (2) the extent to which students in developmental courses succeed in those courses, and (3) the extent to which former developmental students who transfer into baccalaureate or occupational curricula succeed in these areas.

Using these criteria, we found that the developmental programs at many Illinois public junior colleges are not being carried out effectively.

Failure and drop-out data. When the chief instructional administrators at the colleges were asked to provide data on the failure rates in remedial courses and the percentage of baccalaureate and vocational-student dropouts who had had at least one remedial course, many were unable to provide data or could only give estimates. This suggests that at many colleges the developmental role is not considered important or unique enough to warrant even a gross monitoring of performance.

Many colleges and, in particular, those colleges with a high proportion of black students, explained the lack of complete and accurate figures for their developmental programs on the grounds that the concept of remediation was an anathema to their students. Our student survey provided evidence in support of this contention. Less than 4% of the 1769 students surveyed included "remedial" curriculum as one of the top 3 out of 14 priority uses of extra unearmarked money. In response to this situation, the colleges have had to disguise, or make less visibly "remedial", courses designed to help students master basic learning skills.

While we sympathize with this point, we also feel that the colleges could show greater ingenuity in keeping records on those students for whom the colleges are providing services aimed at improving basic learning skills. Only in this way can the effectiveness of the various developmental programs within the system be accurately evaluated.

On the basis of information that was provided, it appears that many schools which have lower failure rates in remedial courses also tend to have higher percentages of dropouts among baccalaureate and vocational students who had previously had at least one remedial course. The inverse is also generally the case. (See Appendix 22.) In either case, the developmental programs at these schools do not appear to be meeting the JCB criterion for developmental programs which states, "The general studies program should provide a student with the skills and abilities which improve his prospects for success either within or outside the academic world."

Faculty and administrator's perceptions and priorities. Further indications of shortcomings in remedial programs at many colleges are provided from the faculty surveys we distributed throughout the system. Over 38% of the 391 faculty who responded to the questionnaire agreed with the statement, "Remedial education is carried out ineffectively in this institution." There were 15 colleges at which 50 to 83% of the responding faculty agreed with the statement.

Over 40% of the 391 faculty who responded agreed with the statement, "Half or fewer of the students in the courses I teach have the basic learning skills necessary to do the work of the course." There were 13 colleges where 50 to 83% of the responding faculty agreed with the statement.

When the faculty respondents were asked to rank 14 items in terms of priority use of extra money, remedial was ranked on an average of second highest out of 14. When the same question was asked of the college presidents, they too ranked remedial on an average of second out of 14. (See Appendix 23.)

The implications of these various responses are that on many campuses students are not being properly screened for remedial needs, or that adequate remedial services are not being provided, or both.

Current procedures and services. Most colleges use a combination of ACT scores and high school grades to determine if a student needs remedial work. Writing samples and personal interviews are also used in some cases. Because none of these is a perfect indicator of

remedial need, professional expertise is required for proper screening. This is even more important in distinguishing between cognitive and affective aspects of a remedial problem. As Medsker and Tillery note, "Self-identity, motivation, and idiosyncratic barriers to learning come closer to the real problem of the undereducated than the need for remedial work." On only a few campuses were we able to identify individuals with special training in these areas.

As to the extent of remedial services being provided, many colleges fulfill their developmental "mission" by merely including a few non-credit courses among the offerings of various curricula. Many campuses do not have a full-time director of developmental instruction, specially trained teachers, or a comprehensive program for those students who need intensive and coordinated remedial assistance in a variety of areas. These campuses are prepared to help only students with marginal remedial needs--not students with severe weaknesses in the basic learning skills.

Some promising efforts. There are, of course, exceptions. Some colleges, such as DuPage and Lake Land, have well organized developmental programs. The Developmental Learning Labs at these colleges provide great flexibility in meeting student needs.

Malcolm X College, through its Learning Skills Center, has made a concerted effort to meet the developmental needs of its students. One particularly interesting aspect of Malcolm X's program is that each learning module, which embodies a specific set of learning objectives, is open ended with respect to time. Each student moves at his own pace in completing the specific set of learning objectives. At the end of a semester a student either receives a passing grade or a grade indicating he has not yet completed a particular module.

By designing the program in this way, the people at Malcolm X have moved away from what Medsker and Tillery refer to as the "anachronistic" grading procedure that characterizes many remedial classes--"the self-doubts, the reluctance to try, the all-too-ready admission of failure, all these manifestations of student vulnerability have been exacerbated by the red-pencil syndrome of remedial courses."

Illinois Central College has also addressed directly the non-cognitive, self-image aspects of learning difficulties through its Human Potential Seminars Program.

While these and some other colleges are showing interest and imagination in serving the developmental needs of their students, they are the exception rather than the rule in the Illinois public junior college system.

One last comment about developmental programs concerns articulation between the junior colleges and local high schools. Many of the junior college people we talked with during our field visits complained that more should be done to eliminate remedial needs while students are in high school. However, we found very little evidence of junior colleges working with local high schools to help solve the remedial problem.

VI. THE GENERAL STUDIES AND COMMUNITY SERVICE MISSION

Intended function. In addition to baccalaureate and occupational instruction, the Illinois public junior colleges are charged with a general education mission which is intended to serve the entire community, not just the traditional college-age population. In its "Standards and Criteria" the IJCB has declared that each junior college "shall respond to the educational needs of the citizens of the community of post high school age. Efforts shall be made by the college to identify its services with the needs of the community."

Confusion of terms. The general education function of the community college has been and still is called different things at different colleges--"Adult Education," "Continuing Education," "General Education," "General Studies," "Community Education," and so on. Some of these names may have local origins. But as late as 1970 the IJCB itself described "Adult Education" as including all continuing education and community service programs, and "General Studies" as including both preparatory or developmental classes as well as a course of study leading to a certificate or the associate in general studies degree. The Board has also used the name "General Education" for the liberal education courses within both the baccalaureate and occupation oriented curricula.

Part of the confusion is due to the fact that the Illinois Public Junior College Act speaks of "general education" and "adult education" as two separate entities. In an effort to clarify the situation, the IJCB approved revised guidelines in September 1972 which distinguish "three basic instructional programs--(a) baccalaureate oriented programs; (b) general studies programs; and (c) occupational programs including vocational, technical and career education." When the Junior College Act is revised it would be desirable to incorporate similar phraseology.

Expanded function. The general studies program has been redefined and divided into eight curriculum areas. The eight areas are:

a) developmental, preparatory, or basic skills;
b) personal development;
c) intellectual and cultural;
d) improving family circumstances;
e) homemaking;
f) health, safety and environment;
g) community and civic development; and
h) development and/or review of vocational skills.

The redefinition of the general studies and community service mission, while intended to end the confusion of terms and the resulting errors in accounting and reporting, also seems to reemphasize the responsibility of the community college in the areas of community education and service. However, action by the 77th General Assembly rendered hobby, leisure time, and recreational activities ineligible for State reimbursement. Some schools altogether discontinued their hobby, recreation and leisure time programs--at least temporarily--when State funding was rescinded. Others drastically curtailed their offerings. The effect may have been the abandonment of a part of the community service mission of the public junior college--a part which if properly regulated may have important benefits for society as a whole.

Two new grant programs. In the last session the General Assembly approved $1.4 million for a Disadvantaged Student Grant Program and $750,000 for a Public Service Grant Program. As of December 1st the IBHE had approved awards of $854,453 or 65% of the total appropriation for the Disadvantaged Student Grant Program. Projects funded include education of inmates at the Illinois Industrial School for Boys; field counseling for remote and disadvantaged students; faculty training in teaching the disadvantaged; and smaller classes for students with learning deficiencies.

The Public Service Grant Program was developed "to enhance the ability of community colleges through Illinois to carry out locally created programs of public service." Proposals are developed by junior colleges in conjunction with local organizations and submitted to IJCB who makes recommendations to IBHE for approval or rejection. The four major categories of service which are eligible for funding are (a) employment and manpower development; (b) health, safety and environment; (c) individual growth for mature adults (special programs involving minorities, senior citizens, and intellectual and cultural development); and (d) statewide supporting activities, including IJCB and IBHE sponsored research and training projects.

The proposals which have been approved for Public Service Grant funding include a television series in consumer economics, a program on retirement planning for senior citizens and several programs for citizens for whom English is the second language.

Community outreach effectiveness indicators. The IJCB "Standards and Criteria" states that, "The college should have organized, formal means of assessing the needs of the community for adult education programs. Adult education programs should not be always tied to the campus setting, but should be offered on an extension basis at various locations chosen as the result of demographic and/or geographic considerations."

The indicators of junior college "outreach" effectiveness include (1) where and when courses are given; (2) proportion of district population served; (3) ratio of part-time to full-time students; (4) the percentage of students older than the traditional college age, and (5) breadth of community and public service activities.

Where and when. This subject is discussed in Chapter VII.

Proportion of population served. Another commonly-used indicator of a junior college's general outreach effectiveness is the proportion of total district population who enroll in its courses. The higher the proportion, the more of its potential clients the institution is serving.

In a recent study for the U. S. Office of Education's National Educational Finance Project, Dr. James Wattenbarger reported that the mean ratio of students to district population over fifteen junior colleges in the seven states studied was 21 per thousand. Some districts were serving 45 per thousand at the time of the study. Wattenbarger suggests that it is not unreasonable to expect that by 1980 junior colleges may be enrolling up to 50 students per thousand district residents.

The mean ratio for the Illinois public junior colleges is currently 22 students per thousand district residents. Among the more established colleges, the high ratio is 39 per thousand at Southeastern and the low is 14 at Rend Lake. The data for each Illinois junior college distract are presented in Appendix 24.

Ratio of part-time to full-time students. The ratio of part-time to full-time students is also useful as an outreach indicator. If the ratio is high it suggests that the college is effectively reaching a clientele broader than the full-time, "college-age" student population. Appendix 24 presents the part-time to full-time ratios for each junior college district. The mean of 1.57 for the state indicates that on the average throughout Illinois junior colleges there are three part-time students for every two full-time students. However, the variance from district to district is great. The college with the highest ratio (Loop) enrolls six part-time students for every full-time student, while the school with the lowest (Logan) has three times more full-time students than part-time students.

Age distribution. In the past the preponderant number of junior colleg students has been between the ages of 18 and 21. The current national thrust toward higher education delivery systems that reach citizens of all ages has brought about considerable change in Illinois. At the present time half of the students are over 21.

While a sizeable proportion of the over 21 age group are veterans in their early or mid-twenties, the data that we have collected

indicate that most of the junior colleges are providing educational opportunity to adults of all ages. However, the range in age distribution varies greatly in different institutions. Loop College in Chicago has the highest percentage of its student body over 21, with 81%. The lowest in the state is 17% (in a district where only 4% of the total student body is over age 35). The data on age distribution of students for each district are presented in Appendix 24.

Breadth of community services. Like other indicators, the breadth of community services and activities, as reported by the college presidents, is very different from district to district. While community willingness to support a multifaceted program may well vary greatly with the characteristics of the district, presumably a college with more offerings is providing fuller community service.

Although few colleges were able to provide precisely quantifiable data about numbers of participants, most gave us lists of the events and services they sponsored. One example of a particularly broad and interesting activities list is shown in Appendix 25. Unfortunately, the lists sent by a few of the presidents appeared to indicate little interest in or attention to public service or community activities. For example, one listed four courses entitled "Religious Responses to Pressures of the 70's," "Stock Market Investing," "Group Procedure Workshop," and "Reading Workshop for the University Bound Student" with a total enrollment of 127 as the entire community service offering for 1971-72.

Advanced high school students in junior college courses. All but one of the junior colleges currently admit advanced high school students to their courses. In many instances the college credit is held "in escrow" until the student graduates from high school, at which time he may apply the credit to his record at the junior college or have it transferred to the college he attends. Other high schools and colleges have the policy that the student may apply the college credit toward his high school graduation requirements so that he is not forced to take courses below his ability level in order to graduate.

The admission of advanced high school students takes advantage of an existing institution--the junior college--to serve a special and important need. If the junior college can effectively meet the needs of the gifted high school junior or senior with little significant extra expense or effort, it might save some financially hard-pressed school districts--and the State--the expense of organizing and operating separate gifted student programs for high school students.

Attorney General's decision. However, Attorney General Scott delivered an opinion in August 1970 which complicated the problem from the point of view of the schools and colleges. He declared that the State should not pay twice for a high school student taking junior college courses; if the high school were receiving reimbursement on the basis of average daily attendance, the junior college should not also receive reimbursement on the basis of student credit hours generated. As of December 4, 1972 the IJCB staff recommended that the Board adopt as a guideline the following:

> If a high school(s) enters into a contractual arrangement with a community college to have advance or specialized high school level courses in either the academic or vocational fields made available by the community college, the community college may offer such courses. In accordance with the Attorney General's opinion of August 17, 1970, the junior college must charge the high school district at the per capita cost of operating the junior college, and the junior college may not obtain any State funding for operating or capital costs for such credit from the Illinois Junior College Board.

The staff also recommended that if the credits "earned from the community college are not counted toward high school graduation, the credits earned would be eligible for State funding" and that legislation might be necessary to finally resolve the question.

This matter has serious implications not only for advanced high school students but also perhaps even more significantly for the whole area of secondary-junior college cooperation in vocational training. As noted earlier, that cooperation is now extremely limited. (See Chapter IV.) The IJCB, VocTec and OSPI should be called on by the General Assembly to make a joint recommendation during the coming session of whatever legislation is necessary to clarify the situation and create incentives to greater secondary school-junior college cooperation.

VII. ACCESSIBILITY

The issue of accessibility to Illinois public junior colleges centers on the question, "Do all Illinois citizens have an equal opportunity to attend a public junior college?" If a community college is equally accessible to all segments of its district population, then it is reasonable to expect the social, demographic, and economic characteristics of the college's student population to reflect those of the district. If this is not the case, then it may be that some segments of the district population are subject to relatively greater barriers to entry than others.

While a few colleges did provide us with institutional studies describing how various segments of their district populations were being served, comparable data or a definitive study on the entire system is not yet available.* However, we were able to obtain information on actions the various colleges were taking to deal with a number of factors that may be expected to contribute to unequal access. These include: 1) efforts to make all segments of the district population equally informed about the college and the services it offers; 2) efforts to help students solve logistical problems such as housing and transportation; and 3) efforts to help alleviate financial pressures facing junior college students.

On the basis of information we gathered through questionnaires, field visits, and institutional research, we found considerable differences among colleges in terms of the efforts being made in these directions.

Public relations. In accordance with the Community Relations standard established by the Junior College Board, all of the colleges engage in some type of public relations. However, the scope of these efforts varies widely across campuses. At some colleges the effort extends little beyond yearly visits by counselors to local high schools, plus printed fliers announcing course offerings and special events. At other colleges, articulation with local high schools occurs on an on-going basis.

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* Two statewide projects should be available in the near future. One of these, by Anthony Graziano of the University of Illinois, will analyze the extent to which various regional populations are being served by the Illinois public junior college system. Preliminary findings from this study indicate that the system is having a significant impact on nearly all geographic areas of the state, even those west-central counties which are in no junior college districts. The other project, being completed at the Survey Research Laboratory of the University of Illinois, will provide complete economic and demographic statistics on each junior college district from 1970 U. S. Census data. This information could be used to determine how each junior college district is impacting on the various segments of the district population.

Because these colleges have established stronger relations with local high schools, the high school guidance people are more aware of the opportunities provided by the local junior colleges, and can use this information in advising their students.

All of the colleges make some use of the news media for informing the community about college activities. These efforts include regular news releases to radio and television stations as well as to the newspapers. At some colleges, such as Joliet and DuPage, weekly radio programs provide an in-depth look at particular aspects of the local college.

Outreach. Many of the colleges in districts with large minority populations have made some type of effort to recruit students from these groups. Some colleges have gone or are planning to go directly into local neighborhoods in an effort to reach groups who traditionally have not been served by institutions of higher education. Medsker and Tillery, in their 1971 Carnegie Commission report, cite Malcolm X College for its English as a second langauge program which is taught in the homes of Spanish speaking immigrants. Illinois Central College is in the process of opening off-campus facilities within the black neighborhoods of Peoria.

A few rural colleges have also planned programs to make the junior college more accessible to people not traditionally served. An example is Kankakee College which is planning to use a mobile unit as a means of informing people living in more remote areas about the college and the services it offers.

Housing and transportation. The concept of a junior college serving only local residents who commute from their homes is becoming less true, particularly in many downstate districts. Because an increasing number of junior college students are living away from home while attending school, housing and transportation have become more important factors in considering accessibility. While the Junior College Board does not approve of dormitory construction, it does state in the "Supplement to Standards and Criteria" that, "Public junior colleges would be permitted to assist students in obtaining housing from private enterprises off campus when appropriate." On the basis of our field visits, it appears that most colleges are providing this type of service to their students.

Some colleges were found to be more helpful than others in providing local transportation for students. The need for such a service was evidenced particularly at those colleges which were operating in both interim and permanent facilities. One such college had solicited a grant from local industry to subsidize a bus run between the two facilities. At another college in the same situation, officials had decided to leave the problem entirely with the students.

Handicapped. On all of the new campuses we visited, facilities had been provided to accomodate students in wheelchairs. This was not the

case at most of the older campuses. It is interesting to note that very few home-bound students are being served by Illinois public junior colleges. (This is reflected in the statistics given for "home-study" headcount. A home-study student is one who has a majority of his or her certificate degree credit courses taught by the college via mail, radio, or television.) In the fall of 1972, 926 home-study students were enrolled in the system, representing only one-half of one percent of the total fall 1972 headcount. Most of these students were enrolled in the Chicago college system. On the basis of these figures, it would seem that much more could be done to make the Illinois public junior college system more accessible to individuals with physical restrictions. This is especially true in light of the innovations in educational technology that have occurred in recent years.

Day care. At some of the colleges we visited, well organized day care facilities were available. However, at others there were none. Clearly, on these latter campuses more can be done to make the college more accessible to mothers with young children.

Class schedules. One final logistical aspect to accessibility concerns the operational schedules at the different colleges. If courses are given only during the normal school day, a large group of potential students--working people and part-timers--may be neglected. During the regular academic year most colleges begin classes at 8 a.m. and schedule their last class to begin at 8 p.m. We found two colleges that offer courses which begin at 10 p.m. These late night courses have been surprisingly popular and well attended, suggesting that in some cases more flexible scheduling may offer even greater accessibility to a significant segment of the population.

All of the colleges offer at least some instructional programs throughout the year.

Financial aid. The expense of a college education is the largest single constraint facing a college student. Tuition, fees, books and supplies, plus day-to-day living expenses combine to make a college education a very costly pursuit. When foregone earnings during the college years are also considered, financial sacrifices appear even greater.

While all college students face these problems, there is reason to believe that the junior college student is confronted with relatively greater financial pressure. As Medsker and Tillery observe in their 1971 Carnegie Commission report, "In no institution is the problem (of student aid) more serious than in the community college, which by its nature, enrolls so many students from low income families."

Of the 1769 students who were surveyed during our field visits, over 52% included scholarships among the top three priority uses of extra unearmarked money.

Various types of financial aid are available to Illinois public junior college students. Both the state and federal government provide money in the form of scholarship grants, tuition waivers, loans, and work-study programs. Eligibility for nearly all of these, except veteran scholarships, is on a financial need basis.

In 1971-72 the Illinois State Scholarship Commission (ISSC) distributed $1,561,886 in monetary awards to 6359 junior college students. The Commission estimates that in 1972-73 the amount will increase to $3,118,040 and will be received by 10,886 students. All of these funds are distributed on a needs basis. Part-time students are not eligible, and awards to full-time students cannot exceed the cost of tuition and mandatory fees.

The ISSC also distributed $2,625,498 in Illinois military scholarships to 29,496 veterans in junior colleges in 1971-72. The Commission estimates that in 1972-73 the amount will increase to $3,530,475 and the number of recipients to 39,477. Eligibility for military scholarships is conditioned only on military service. Part-time and full-time students may receive these scholarships--but not in excess of tuition and certain fees.

According to the ISSC, the State's Military Scholarship program is presently being reviewed with an eye toward tightening controls over the program and redefining the eligibility period. Unlike federal scholarship programs for veterans, which limit eligibility to eight years after discharge, Illinois' program extends eligibility to veterans of WWI and those separated from military service since 1940. The historical growth of both the Military Scholarship and Monetary Awards programs is illustrated in Appendix 26.

Other important State sources of student aid include: 1) Vocational Rehabilitation grants which cover tuition, fees, and a stipend, 2) Department of Public Aid tuition waivers, and 3) Illinois State Guaranteed Loans. In addition to these programs, a number of proposals that would provide cost-of-living allowances to students are being considered. According to the ISSC, one such proposal would cost approximately $2 million.

Federal funds for student aid are provided through Educational Opportunity grants, National Defense Student Loans, Manpower Development Training Act funds, Social Security Education funds, and College Work Study funds.

We were unable to get complete or reliable figures for all the major state and federal sources of student aid for 1971-72. The IJCB did not have the information available and suggested we contact the Illinois Board of Higher Education. Because only three-quarters of the public junior colleges had provided this requested information to the IBHE for 1971-72 and many of those had not reported the information correctly, the IBHE figures were not accurate. Clearly, action should be taken to remedy this situation.

Part-time jobs. On some campuses, a portion of student aid is provided through contributions which have been solicited from private sources. Another source of student aid is provided locally through part-time jobs. At many colleges we found the placement officer devoted much of his time in this area. While part-time employment is an important source of student aid, it can have a detrimental effect if not properly supervised. On many campuses we were told that too many students spend a disproportionate amount of time working outside of school. From our survey of 1769 students, we found that 50% of those students who indicated they were not satisfied with the progress they were making at school attributed the problem to not being able to give enough time to studies.

Cooperative education programs were suggested during our field visits as one approach to alleviating this problem. Under such a system, students would spend alternate periods of full-time study and full-time employment, with employment relating as closely as possible to the student's educational or occupational goal. Colleges that established such programs would presumably be eligible for federal aid under the Higher Education Act, Title IV D.

Tuition. There are currently 35 Illinois public junior college districts that charge tuition. The tuition rates range from a low of $2 per semester hour to a high of $15. In addition, all colleges levy some combination of fee charges for student activities, matriculation, graduation, and incidental expenses. The three districts that do not charge tuition are Chicago, Illinois Eastern, and East St. Louis.

When a district decides to charge tuition, it is, in effect, imposing a tax based on benefits received directly from attending a junior college. When the local share of operating expenses is financed by a property tax, a tax not directly related to the services provided by the college, that tax is premised on an ability-to-pay principle. Presumably, a majority of the people in the district are willing to pay the tax because they are receiving direct or indirect benefits from the operation of the local community college. (The others pay the tax because they are required to by law.)

Clearly, there is no absolute criterion that can be invoked to determine which approach, or combination of approaches, is more equitable.

Our administrative survey asked each of the junior colleges to explain any effects on enrollment that may have resulted from instituting a tuition change or a change in the rate. On the basis of the responses we received, it appears that generally the people most sensitive to tuition increases are part-time students. As noted earlier, part-time students are not eligible for ISSC monetary awards.

If tuition is a significant barrier to entry for many part-time students, then equal access could be provided by changes in the present scholarship or tuition structure. The Chapman Bill (H.B.1691), currently tabled in the House Higher Education Committee, would provide scholarships for students with less than full loads including junior colleges. The ISSC estimates that in the first year of operation such a program would cost approximately $1 million. This estimate is based on the assumption that only part-time students, carrying a half load or more would be eligible.

Alternatively, a flexible tuition policy could be instituted, waiving or reducing tuition charges to part-time students. This would necessitate an amendment to the current law which requires the same tuition rate to be charged to all students. In addition to allowing greater access to part-time students, flexible tuition rates could also be used to encourage enrollment in high priority courses or programs, as well as greater enrollment during slack periods in the daily operations of the colleges.

VIII. COUNSELING

Its critical importance in the junior college. The Illinois Junior College Board states in Chapter VI in "Standards and Criteria" that, "The college shall have a well planned and organized program for counseling of students by counselors who are qualified in this area." Because of the importance of counseling at all levels of education, this standard does not apply uniquely to the junior college. However, when viewed within the context of post-secondary education, counseling assumes a particularly important role at the junior college level. As Medsker and Tillery observed in their study of two-year colleges for the Carnegie Commission, "Since many community college students have not developed clear educational and vocational goals and are unusually vulnerable to interrelated financial, academic, and personal pressures, their guidance needs are particularly crucial." There was unanimous agreement on this point by the junior college people we met on our field visits. However, this is not to say that adequate counseling is being provided within the Illinois public junior college system or that counseling programs are equally effective across all campuses.

In reviewing the results of our study, it will be useful to distinguish two aspects of the counseling role. The first concerns counseling as it aids the student in solving personal problems which do not necessarily relate to academic matters. Services of this type are provided through orientation programs and group seminars as well as individual discussions between student and counselor. The second aspect of counseling is more specifically related to program advisement.

Indicators of effectiveness. An effective counseling service requires that students be willing to seek the aid of a counselor and, in turn, that the counselor be capable of providing useful advice. Using these criteria, evidence of the effectiveness of counseling in Illinois public junior colleges is provided through the 1769 student surveys we obtained during our field visits to 19 colleges. Question 9 of the student survey (see Appendix 8) lists 18 problems college students sometimes have. Students were allowed three types of responses to each problem: "needed help," "talked to counselor," and "counselor was helpful." Table A summarizes the student responses to this question.

An analysis of the student responses to this question indicated that those students who sought counseling to help solve a problem generally found the counselor helpful. However, many students who felt they needed help did not seek the aid of a counselor.

As to the percentage of students who indicated that they needed help in solving a particular problem, considerable variation existed among the 18 problems. There were 9 problems for which over 20% of the surveyed students indicated they needed help in solving. These included improving grades, changing major, improving study habits, and future educational plans.

TABLE A

SUMMARY OF STUDENT RESPONSES ON COUNSELING
(Question 9 of Student Survey)

Items	A % Indicating Need for Help With This Problem	B % in A Who Saw a Counselor	C % in B Who Felt Counselor Was Helpful
a. The meaning of my test scores	17.6%	58%	71%
b. Improving my grades	24.7	44	63
c. Changing my major	23.7	81	74
d. Changing my occupational plans	12.3	75	66
e. Improving my study habits	23	32	71
f. Staying in school	19	37	66
g. Getting off academic probation	6	63	63
h. Selecting good classes	47.1	82	77
i. Selecting good instructors	23.7	53.5	72
j. Selecting a transfer college	22.3	70	66
k. Future educational plans	26.3	70	73
l. Personal or social problems	13	50	78
m. Problems with family	8	41	66
n. Understanding myself better	11.8	46	72
o. Understanding the rules and procedure of the college	11	69	72
p. Obtaining employment while in college	22.8	64	75
q. Finding employment after finishing my studies	7.7	48	62
r. Obtaining financial aid	28.3	71	77

There was also considerable variation in the willingness of students to seek the aid of a counselor in solving particular problems. For example, 23.7% of the students indicated they needed help in changing their major. Of those students, 81% indicated they sought the help of a counselor. On the other hand, while 23% of the students indicated they needed help to improve study habits, only 32% of these students sought the help of a counselor. In general, students seemed more willing to seek the aid of a counselor for those problems which were procedural in nature, for example, changing major, obtaining financial aid, selecting good classes. They seemed less willing to seek aid for more personal type problems, for example, improving grades and study habits, staying in school, self-understanding.

There is much less variation in the percentage of students who sought conseling and who felt that the counselor was helpful. For all problems, two-thirds to three-quarters of the students who saw a counselor felt they were helped by the counselor.

The responses to question 9 were examined for baccalaureate and vocatonal students. Except for problems of changing occupational plans ("d") and finding employment after finishing studies ("f"), vocational students indicate relatively less need for help.

However, among students indicating a need for help, vocational students appear somewhat more willing to seek the aid of a counselor. Of those students who sought help, both groups--vocational and baccalaureate--found it equally helpful.

Nothing conclusive emerged from the student survey to indicate any systematic differences in the counseling services being provided to part-time and full-time students. However, many junior college people commented during our field visits that part-time students were not being provided with adequate personal assistance.

Based on the criteria for effective counseling mentioned above, it appears that a greater effort should be made in getting more students to take advantage of counseling services. Efforts to reach more students through counseling should be made--not only with respect to occupational students but baccalaureate students as well. This follows from the fact that baccalaureate students indicated a relatively greater need for help in solving problems and yet a lesser tendency to seek the aid of a counselor. (Further support for this point was provided in Chapter III when it was observed that a very low proportion of junior college transfer students complete baccalaureates. Inadequate counseling is certainly an important factor in explaining this phenomenon.)

Policy implications. The policy implications that emerge from these conclusions depend on whether the problem is primarily demand or supply-oriented. If students do not want to "consume" available counseling services, then the problem is essentially one of demand. Of course, if the quality of counseling is not good, then students would not be expected to actively use what services were available. If the problem is not one of quality, then greater promotional efforts by counseling personnel during orientation and on an on-going basis may improve the situation. Of the 1769 students surveyed during our field visits, 18% indicated that they didn't know whether their college had an orientation program. Of the 368 part-time students surveyed, 37% indicated they were not aware of an orientation program for new students.

If the problem is essentially supply-oriented it may be expected to evolve in at least two ways. A poorly structured counseling program may discourage students from seeking a counselor's help. Temporary assignment of counselors to students seeking help may be an example of poor structure. Only a few of the schools we visited have or are in the process of assigning students to particular counselors on a permanent basis. Such assignment allows a stronger rapport to develop and may encourage students to more readily seek professional advice. In addition, a few schools have assigned counselors to particular programs or curricula. This allows counselors to become more sensitive to the special problems confronted by students in particular areas of study.

Student-counselor ratios. If there is an inadequate supply of counseling services, then students may be expected to look elsewhere for help in solving their problems. Medsker and Tillery cite a recommended 300 to 1 ratio for students to counselors, and observe that this ratio is "only achieved exceptionally."

In Table B, 16 of the colleges we visited are ranked in ascending order by student-counselor ratio. The ratio ranges from 241 to 1 to 1386 to 1.

On the basis of this rank ordering, a definite pattern can be observed with respect to the effectiveness of counseling. In general, the higher the student-counselor ratio the smaller is the percentage of those students needing help who actually sought the advice of a counselor. Furthermore, the responses appear to show that the higher the ratio, the less likely students feel they've been helped once they've seen a counselor.

While it is entirely possible that these two events reinforce one another, both appear to relate directly to the relative size of the counseling staff.

Counseling as a priority. Further evidence that lack of adequate staff is a principal cause of ineffective counseling within the Illinois public junior college system is provided from the other survey responses. Question 1 of our chief executive administrative survey asked how extra unearmarked money should be spent. Fourteen choices were allowed. Of the 16 colleges mentioned above, the presidents of the 9 colleges with the lowest counselor to student ratio (600 or less) ranked counseling at an average of ninth on a priority scale from 1 to 14 (1 being highest priority). The presidents of the 7 colleges with the highest student counselor ratios ranked counseling at an average of sixth.

From the student survey a pattern emerges indicating the higher the student-counselor ratio on a campus the higher the percentage of students who list counseling as a top priority.

TABLE B

District Number	534	501	519	526	512	5085*	520	517	510	502	525	522	5087*	5081*	514	5083*
Student-Counselor Ratio (Part-time counselors were given a weight of 1/2 when adding total professional counselors as reported by local college).	241	280	400	444	452	457	466	552	573	649	923	972	1002	1109	1139	1386
% of the students who felt they needed help in making future educational plans and saw a counselor	80	79	74	71	56	84	75	66	71	77	56	85	47	59	52	83
% of above students who felt they were helped by counseling.	80	64	65	63	32	72	36	53	52	57	42	38	30	53	26	67
% of those students who felt they needed help in obtaining financial aid and saw a counselor.	93	79	79	83	45	70	78	81	65	58	71	58	44	56	77	75
% of above students who felt they were helped by counseling.	80	63	76	55	30	57	59	62	50	46	53	42	24	52	59	51
% of those students who felt they needed help in selecting good classes and saw a counselor.	93	85	89	90	83	88	93	89	85	72	78	94	57	71	68	72
% of above students who felt they were helped by counseling.	70	66	84	68	53	71	76	86	69	57	56	55	37	63	51	62

* 5081 = Kennedy-King
5083 = Malcolm X
5085 = Olive-Harvey
5087 = Wilbur Wright

More effective use of available resources. The problem of an inadequate counseling staff is to a large extent a manifestation of the budgetary constraints which confront all colleges. However, too few of the public junior colleges in Illinois are taking action to achieve greater effectiveness from available counseling resources. Many of the colleges were unable to provide us with self studies on counseling. Of those studies we were able to examine, many were outdated, inconclusive, or not very substantive regarding policy implications. As an example, one follow-up study on former students was based on a response rate of only 15%, and asked only two, not very enlightening questions about counseling.

There are a few colleges which have shown ingenuity in structuring their counseling programs. For example, Malcolm X College in Chicago has made extensive use of para-professional and peer counseling.

These people, working under the guidance of professional counselors, have made it possible for the students at Malcolm X to have greater access to counseling service.

It is interesting to note from Table B, that of the 16 colleges listed, Malcolm X (identified in the table as 5083) ranks highest in terms of student-counselor (professional) ratio. Yet it appears to be doing a more effective job of counseling than many other colleges with much lower ratios (effectiveness being measured by both the percent of students who felt they needed help and saw a counselor, and the percent who felt they were helped by counseling). This same phenomenon observed at Malcolm X can be observed in the case of District 522, Belleville College, which is also making active use of peer counseling.

Illinois Central College has instituted a student service center manned by students and designed to handle routine student problems and questions. This service has helped to solve the problem of having highly paid, professional counselors dealing with matters not requiring professional expertise. The College of DuPage has taken action to solve this problem through its computerized CVIS information service to which each student has direct access.

Illinois Central has also recruited high school guidance people to work as part-time advisors to its night students. This not only increases the supply of counseling services to part-time students, but also provides an on-going means of articulation between the college and local high schools.

Faculty advisement. We have found considerable difference of opinion on the role of faculty advisement among the colleges we visited. At a few colleges faculty advisement is being phased out, while at others it is considered an essential part of the counseling program. At one college three different faculty advisement programs have been instituted in the last three years.

The Junior College Board in its "Standards and Criteria" takes no particular position about faculty advisement. However, one criterion under the counseling standard does state that, "Faculty advisors when used should be provided with an organized program of in-service education for their advisement function." On none of the campuses we visited where faculty advisors were used did we find any evidence of well organized in-service training programs for faculty advisors. On the basis of information provided by the other colleges in the system, this appears to be the case generally.

The College of DuPage does provide faculty advisors with a very comprehensive handbook. Advisors are provided with easy access to such information as people to contact for specific student needs, foundation

courses necessary for particular pre-baccalaureate and vocational majors, as well as information on transferring to senior institutions.

In general, it would seem that faculty advisors can play an important role in providing expanded counseling services to students but that on most campuses greater efforts need to be made in coordinating and supervising such programs.

IX. FACULTY UNIONIZATION

Although the American Association of University Professors, the National Education Association and locally formed faculty associations are active on many Illinois junior college campuses, to date the American Federation of Teachers (AFT) has been the most successful in unionizing Illinois junior college faculty. The AFT, an affiliate of the AFL-CIO, is officially recognized by seven local district boards including District 508, the City Colleges of Chicago, as the faculty representative in contract and grievance matters. The seven account for 39% of all full-time faculty in the Illinois junior college system. The AFT is also currently organized in at least three other junior colleges that account for an additional 7.5% of the full-time faculty statewide. Thus, the impact of faculty unionization must be included in any consideration of the Illinois junior colleges, present and future. (See Appendix 29.)

Salaries and workloads. The principal problems raised by faculty unionization are well illustrated by the City Colleges of Chicago. As a result of recent contract settlements there has been a widening gap between rapidly rising teacher salaries and decreasing workload. The union contract negotiated in 1971 left the City Colleges with some of the highest faculty salaries in the entire system and the lowest full-time teaching loads. (See Appendices 27 and 28.) Sixty-six percent of the City Colleges' educational expenditures are now for academic salaries--up from 60% in 1967 when teaching loads were greater. All this comes at a time when a new clientele--largely black and Spanish-speaking--is making increasing demands for educational and community service on the City Colleges.

Some of the apparent effects of the 1971 Chicago contract are worth scrutinizing. The salaries for full-time faculty members (effective January 1, 1973) range from $11,115 to $23,315 a year--not including fringe benefits--depending on a teacher's educational background and seniority. These salaries are based on a working year of only 38 weeks. The stipulated work-week for the full-time faculty is 12-13 contact (teaching) hours and three office hours. More time is involved in preparation for class, reading student papers and tests, and so on. This varies with teachers' experience, subject matter and personal dedication.

In our field visits Chicago administrators contended that many teachers spend little time on campus beyond their required contact hours. They claimed that one-quarter of the full-time faculty at one college were on campus only two days a week. Reportedly,

large numbers of full-time faculty have other jobs, which is permitted since their contract bars only the holding of another full-time job. When some Chicago City College campus administrators recently tried to institute rules requiring full-time faculty to be on campus thirty hours a week so that they would be more available to students, the faculty resisted. The widespread absence of faculty from the campus makes student-faculty contact more difficult and raises questions about the professional commitment of at least some faculty members.

Educational flexibility. Unionization also has serious implications for educational flexibility. Both law and public expectation have assigned multiple responsibilities to the public junior college. The most effective ways to fulfill some of these responsibilities have yet to be worked out. In order to find out how useful a new educational technique ought to be or how to best meet special community needs, temporary or pilot programs are necessary--sometimes on a large scale. Specific union contracts fixing minimum education requirements for teaching positions (in Chicago it is generally the attainment of a masters degree), class and lecture size, seniority, tenure, and the like can hinder or prevent needed innovative experiments.

Furthermore, in order to protect faculty interests, some efforts have reportedly been made to deny input from other groups centrally involved in the educational process. For example, administrators at Joliet Junior College reported that the union functionally prevents regular administration use of student evaluations in assessing the teaching performance of tenured faculty members. Clearly, student evaluations should not be the sole basis for evaluating faculty performance, but student opinion--particularly in community colleges where many students are mature adults can be a valuable input into the process.

Equity and the public interest. The current problem is the balancing of contending equities. Faculty unions can hardly be blamed for putting faculty interests first; that is their purpose. However, some aspects of recent faculty contracts--particularly those stipulating less teaching and less contact with students--appear to be detrimental to educational effectiveness and the public interest. In the absence of strong countervailing pressure--either from the student body or the general public--local boards have acceded to union demands under threat of strike. In at least one case the union position is further enhanced by the fact that members of the district board owe their positions largely to the backing of the teacher's union in board elections.

Indirect impact. Unionization in one district is reportedly having indirect impact on other districts. Campuses which are already unionized are open to classical leap-frogging and whipsaw tactics, with union representatives always able to point to the last negotiated contract at another campus and demand the same thing or better. In this regard the Chicago contract has already provided an unfortunate precedent. Furthermore, a number of administrators on non-union campuses told us that their faculties are using the threat of unionization to win not only higher salaries but lighter workloads. The individual, local junior college boards can do little to meet such tactics.

General Assembly action. Because of the ever-shifting nature of its vocational, community, and public service responsibilities, the junior college is an educational institution whose needs in terms of techniques and personnel are subject to rapid change. This is in contrast to the more stable role of the common school or the university. In order to maintain the community colleges' viability as a uniquely flexible and responsive institution and to balance the equity of faculty interests with the public interests, legislative action is necessary.

The General Assembly should act to ensure the public interest is served in junior college faculty contract negotiations. It can do this several ways without interjecting itself directly into the collective bargaining process. First, it can set up minimum ranges for faculty contact hours and on-campus time to ensure the basic educational needs are being met and adequate student-faculty contact are provided. Secondly, it could allow junior colleges to exempt a small, fixed percentage of their faculties from the workload provisions of the union contract in order to engage in innovative instructional experiments. Both of these points are covered by the proposed Shapiro amendment (H.B. 790) to the Junior College Act. (See Appendix 30.)

Serious consideration should also be given to allowing properly chosen student representatives as at least observers in the collective bargaining process.* This would not only mean the involvement of a group which has vital, albeit temporary, interests in the institution. It might also lead to the development of

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* For the current role of students in the governance of Illinois public junior colleges, see Terry O'Banion, "Student Development Programs in Illinois Community Colleges," (IJCB;1972).

countervailing student positions on such matters as faculty-student contact and educational productivity. These might serve to modify faculty bargaining power. Of course, such a student role would have to be carefully structured and continuous so as to assure the background knowledge necessary for responsible and effective participation.

Serious consideration, too, should be given to making public at least a portion of the collective bargaining process. Periodic public reports on the detailed bargaining positions of the parties might be called for. In this way the taxpayer, who is supposed to be educationally served by the agreement and who will be footing the bill, would have an opportunity to scrutinize the demands and, perhaps, assert his own interest.

The need to augment the role of students and the general public is especially acute in the junior college system, because of their relatively low profile. Senior institutions are fully funded by the State so their activities come under more careful State level scrutiny. Common schools are very visible at the local level because of their impact on the property tax. Community colleges, though, are not a major factor in either State or local finance, so that public awareness is limited.

Nothing in the above is intended to challenge unions' rights to organize and to protect the needs and desires of faculty by bargaining over working conditions, grievances and grievance procedures, salary levels and other similar problems. What is at issue is whether minimum standards of faculty responsibility should be set to protect educational productivity and hence the public interest in the junior colleges.

X. MANAGEMENT AND FACILITIES

General Administration. A "Uniform Accounting Manual," was published by the IJCB in 1972. It defines General Administration as consisting

> . . . of those activities which have as their purpose the development, general regulation, direction and control of the affairs of the college on a system-wide basis. Included in this function is the President's Office, Business Office, Information Services and Personnel Services. It also includes all equipment, materials, supplies, and costs that are necessary to support this function.

However, the definition in earlier editions was different. General Administration included such expenditures as capital outlay for site acquisition and improvement, building consultant fees, and insurance premiums covering buildings and equipment. Differences such as these in accounting classification make year-to-year cost comparisons difficult.

While bearing that caveat in mind, we computed the ratio of General Administration expenditures to Instructional Program expenditures for Fiscal Years 1968 through 1971. (See Appendix 31 for district-by-district figures.) The figures for the state as a whole appear to show the proportion of funds spent on administration to be declining:

Fiscal Year	Instructional Programs	General Administration	Ratio of Gen. Adm. to Instruction	Gen. Adm. as Percent of Total
1968	$31,719,081	$ 9,842,210	.31	13.7
1969	48,704,574	11,783,949	.24	12.1
1970	66,169,641	14,289,700	.22	11.8
1971	77,825,982	14,491,846	.19	10.0

However, as we have noted, some of the expenditure figures for earlier years included substantial items excluded subsequently. Furthermore, in 1968 or 1969 more institutions were in their first year or two of operation when the proportion of expenditures for administration would normally be higher. In short, these figures tell us nothing definitive about whether or not administrative economy or efficiency are increasing.

Administrative salaries. Administrative positions are contractual between the junior college district board and the individual administrator. With the exception of the chief administrative officer, contracts are normally for one year. Contracts for chief administrators vary from one to five years.

Salaries paid to administrators vary greatly from district to district. For example, the IJCB's 1971-72 administrative salary survey shows the following:

	1971-72 Salary (Actual)
Chief Administrator:	
High	$40,908
Median	29,000
Low	21,500
Vice-president - Academic Affairs:	
High	$28,031
Median	24,723
Low	17,040
Vice-president - Administration:	
High	$28,899
Median	24,500
Low	21,334
Dean - Administration	
High	$25,000
Median	21,070
Low	12,000
Dean - Instruction:	
High	$29,844
Median	22,700
Low	17,520
Dean - Student Services:	
High	$27,573
Median	21,795
Low	16,590
Dean - Business:	
High	$26,500
Median	19,355
Low	12,207

The survey lists many other job titles, but the positions listed above are representative. They show that salaries paid to administrators vary considerably. The high salary paid is often twice the low salary paid for the same position. Size of college, wealth of district or actual duties may account for the differences.

In many instances salaries compare favorably with those paid by senior colleges and universities. Yet at some colleges we visited, it appeared that administrative personnel were performing considerable routine detail work.

The use of paraprofessionals or students to perform this kind of work should be considered. Colleges which have already begun to do this (principally in Chicago) report substantial savings. Such employees cost considerably less than professional administrators, and their use has reportedly permitted the deletion of professional positions in several instances without loss in efficiency.

Under present State law (Chapter 122, §103-26, Illinois Revised Statutes) appointment of administrators and setting of administrators' salaries is a function of the local district board. No maximums or minimums are fixed by law. If the State should furnish an increasing proportion of the funds for operating public junior colleges, or if a more integrated State-wide structure were established, consideration might be given to establishing state-wide salary ranges for similar positions with similar authority and responsibility.

Property and records control. Based on what we observed on our visits, property (equipment and furniture) was tagged and listed by location on an inventory at most colleges. However, one college tagged equipment only when it was purchased with Voc-Tech funds. It had no inventory listing. A second college had not tagged all office furniture.

When property is not tagged and listed by location, control and accountability for the property are lost. All colleges that are not now tagging and maintaining an inventory of equipment and furniture should do so immediately.

College security measures varied from college to college depending on local conditions. Some colleges visited had rather elaborate security precautions to prevent theft of library books. However, at least one (William Rainey Harper) had no effective exit control in the library. Its officials reported a loss of

several thousand dollars worth of books in less than a year--far more than other colleges visited.

All colleges visited had parking lot security. Based on what we saw and were told, damage or theft of college property is not a major problem at the colleges we visited.

Records control appeared adequate at the colleges we visited--with one exception. Kaskaskia kept student records in unlocked files in an unsecured area. The college official responsible told us he believed that no violation of the confidentiality of the records had occurred. Since records are usually released only on the student's request such records should be kept in locked file cabinets accessible only to authorized personnel.

Procurement. Junior college districts are subject to State law on procurement (Chapter 122, §103-27.1). The districts are required to let all contracts for supplies, materials or work involving an expenditure in excess of $2,500 by competitive bids. Exceptions to the requirement are personal service contracts where professional skill or ability plays a major role, utilities, and printing of reports or tax warrants. The State law became effective in 1971, and the audits for FY 1972 should determine if the districts have complied with the law.

The procurement function in a junior college district is normally the responsibility of the individual in charge of business and administrative services. If the college is large enough, a full-time purchasing officer may be on the administrative staff.

Due to time constraints we did not attempt to fully evaluate the efficiency of the procurement function in the districts visited. We did discuss the procurement function with appropriate college officials to determine the extent to which such economy measures as cooperative purchasing among districts or joint purchasing under State contracts is used.

Purchasing under state contract. We found that only eight of the 38 districts were on the Department of General Services mailing list to receive joint purchasing information as of October 1972. According to General Services records only four districts actually purchased under State contracts, since the start of the joint purchasing program in January 1970.

The items purchased included electric typewriters, water coolers, a heavy duty dump trunk and electronic calculators. The total purchases by the four districts amount to $10,606.65 and resulted in estimated savings of more than 10%. (In FY 1972 the junior colleges spent over $8.8 million on supplies and materials.)

Business managers in several other districts told us that they made purchases under State contracts but that they did not follow the established procedure of notifying the Department of General Services by duplicate purchase order.

We strongly recommend that all junior college districts get on the Department of General Services mailing list, purchasing under State contracts when it will result in economies and follow the procedure of notifying the Department's Procurement Division by duplicate purchase order.

As the proportion of State support reaches and exceeds 50% of junior college expenditures, the General Assembly may also wish to consider favorably such proposals as the Regner bill (H.B. 3745), which would require the junior colleges to purchase through the Department of General Services much as State agencies or institutions do. (H.B. 3745 was passed by the House and tabled in the Senate last June.)

Cooperative purchasing. One district, Lake Land College, is participating in the Mattoon purchasing cooperative with about twenty common school districts. However, the cooperative is limited to purchases of various paper products. The College of DuPage has also entered a purchasing cooperative--with six nearby private colleges.

The two multi-campus districts visited, Chicago and Illinois Eastern, have centralized purchasing although the individual Chicago colleges are allowed to purchase certain items, such as books, themselves.

An educational purchasing cooperative has been organized in southern Illinois. The members are Kaskaskia, Lewis and Clark, Belleville, John A. Logan, Rend Lake, and two private four-year colleges, Principia and Blackburn. Two other junior colleges, Illinois Valley and McHenry, have sent representatives to the meetings. The first cooperative purchases will be paper products.

As shown in a report entitled "School Supplies and Equipment Purchasing in Illinois," issued by the Budgetary Commission in May 1972, cooperative purchasing has many advantages. These include reduced paper work, increased expertise in purchasing, increased quality of supplies at reduced costs, unification and simplification of specifications, and the assurance that neighboring districts are paying the same price for the same item. Cooperatives among contiguous junior college districts, common school districts, and other educational institutions should be promoted in order to enjoy these advantages as well as potential savings.

Computers. Computer usage varies widely among junior colleges. For example, Illinois Eastern, a multi-campus district, has no computer, but administrators at both the district and campus level said they had made satisfactory arrangements with local businesses to use existing facilities. William Rainey Harper, on the other hand, leases a sophisticated IBM 370/135 system, at a monthly cost of $14,239.

Chicago City Colleges are time-sharing on the Greyhound Corporation's computer. Individual campuses are on the system for two hours each day and two hours each night. Officials at one Chicago campus expressed doubts about time-sharing, but a district official felt that this was simply because they wanted their own machine. (Malcolm X has its own computer, an IBM 1401 which was donated to the school.)

The chancellor of the Chicago system told us that time-sharing was costing about $50,000 per year, while leasing had cost around $230,000. If savings of that magnitude are reasonable to expect--and they are--it is worthwhile to explore the reasons given by other districts for leasing hardware.

We were told that the installations were necessary for instruction and were used primarily for that purpose, administrative and other runs being scheduled when instructional requirments are met. Many districts did not have precise records of computer usage, but we were given estimates of the breakdown. Estimates of the percentage of computer time used for instruction ranged from 50% to 95%.

This does not in itself justify the leasing of a computer by each district. In the first place, almost all the instruction being carried out is in programming, for which access through a terminal is entirely adequate. Schools which are training operators as well as programmers could easily make arrangements with local businesses as Illinois Eastern has done.

Furthermore, the computers are often underutilized. Three of the campuses visited had computers that were operational less than 10 hours per week, the bare minimum which could justify an on-site machine.

It would thus appear that time-sharing with outside installations would be by far the most economical course.

Another possibility, and one specifically mentioned in Master Plan III of the Board of Higher Education, is an inter-institutional computer consortium within the community college system. At present, only the Harper computer is large enough for extensive time-sharing. Feasibility studies would be needed to determine time-sharing system requirements in the State.

Some districts are providing certain cooperative services. Several, for example, provide time and services to local common school districts. Two (which we did not visit) provide service to the IJCB. Triton handles the unit cost study, and Danville provides backup to the IJCB with its NCR 200.

However, the possibilities for real inter-institutional cooperation are generally not even being explored. This may be partly attributable to the status implications of having one's own computer, since there seemed to be little rational justification for the hardware proliferation in the system.

Physical plant and facilities. The permanent buildings that we saw were well designed and functional--with two exceptions. The new building at Thornton appeared to have several notable flaws. Apart from questionable outer design, it had numerous internal shortcomings. Although in use at the time of our visit, the building had not yet been accepted from the general contractor. (See Appendix 41, District 510.)

Another new building, at Kaskaskia, appeared to have an inordinate amount of space wasted in large hallways and high ceilings.

Several of the campuses visited exhibited creative yet functional and economical facilities. For example, Lake Land's permanent facilities are entirely circular in design. Their architect explained:

> We find that square corners limit what we can accomplish educationally. For another, we find that a compact, open plan provides more teaching and learning space than a plan where there are a great number of walls and doors separating classrooms.

> Once we've designed interior space for a program, we have to wrap a building around it. The program may demand a square building, a rectangular one, a hexagon, a circle or any combination of shapes. That's not what's important. What counts is how it works inside. We believe that Lake Land is an example of a campus that is going to work very well because it was designed from the inside out.

The percentage of space available for educational use is very high in Lake Land's buildings. The first phase has about 73% available, and the second phase now under construction should have about 80%. The statewide average is about 67%. Cost for this type of building is similar to cost of conventional buildings--about $30 per square foot. (See Appendix 32 for floor plan of Phase I.)

Another district, Illinois Central, has constructed curvilinear buildings, each consisting of a number of modules. Space available for educational use is 68%. Cost was about $30 per square foot. A second phase of similar design is planned. This will include another eleven modules, a library-administration building and a physical education building. (See Appendix 33 for floor plans.)

Twenty-five colleges have completed a part or all of their new facilities. Fifteen colleges have construction in progress, approved by, or pending approval by the IJCB. Of the seven in temporary buildings, four are planning new facilities but have submitted no plans to the IJCB as of December, 1972.*

Operation and maintenance. In order to assess operation and maintenance costs, we prepared a table of the ratio of such costs to instructional expenditures. (See Appendix 34.) Statewide figures were as follows:

Fiscal Year	Instructional	Operation & Maintenance	Ratio of Op. & Maint. to Instruc.
1970	$66,169,641	$12,868,189	.19
1971	76,570,458	17,833,605	.23

In FY 1971, Kaskaskia, Chicago City, Prairie State, Lake Land, Kankakee, Belleville, Kishwaukee, Lincoln Land, Shawnee, and Spoon River had low ratios (.15 or below). Triton, Parkland, Sauk Valley, Elgin, William Rainey Harper, Illinois Valley, Moraine Valley, John A. Logan,

* For more on facilities, see Illinois Board of Higher Education, "Statewide Space Survey," (Fall Term: 1971).

Oakton, and Lewis and Clark had high ratios (.29 or above). It is worth noting that several of those in the "high" category were in their first year or two of operation or were leasing temporary facilities.

IBHE's "Statewide Space Survey, Fall Term 1971" in studying twenty districts showed operation and maintenance cost per square foot per year (gross square feet of 3,032,382) was $3.10. This appears high, since facilities operation and maintenance costs average about $1.25 per square foot per year on buildings leased by the Department of General Services.

Of the seventeen districts visited, evidence of poor maintenance was noticeable at two. At one, Kaskaskia, the student lounge area was dirty and as far as we could determine was swept out only once a day at about 9:00 P.M. At the other, Spoon River, the interim facilities appeared generally rundown and poorly maintained.

XI. THE ILLINOIS JUNIOR COLLEGE BOARD

Statutory requirements. The Public Junior College Act of 1965 created the IJCB consisting of nine members, eight to be appointed by the Governor with the advice and consent of the Senate and one ex-officio voting member, the Superintendent of Public Instruction. The Board meets monthly to transact business. It has the power to make rules and regulations consistent with the Act.

Among the powers and duties of the Board enumerated in the Act are:

1. Providing statewide planning for junior colleges and coordinating programs, services, and activities of all junior colleges to encourage and establish a system of locally initiated and administered comprehensive junior colleges.

2. Cooperating with junior colleges in continuing studies on student characteristics, admission standards, grading policies, performance of transfer students, certification of facilities and any other problems.

3. Determining efficient and adequate standards for junior colleges for facilities, instruction, curriculum, libraries, operations, maintenance, administration, and granting recognition to colleges meeting the standards.

4. Determining standards for establishment of junior colleges and site locations.

5. Approving new units of instruction, research, or public service.

6. Establishing an experimental community college in East St. Louis and operating it.

7. Developing articulation procedures ensuring maximum freedom of transfer among junior colleges and from junior colleges to four year institutions.

8. Serving as the conduit for allocations of State aid to the junior colleges.

At monthly Board meetings inputs are made by the staff, Council of Presidents, Trustees Association, students, and other

interested parties. The Board often accepts its staff's recommendations but has, in some instances, rejected them and accepted recommendations from one of the other groups. Approval of "new units of instruction, research, or public service" requires a majority of all members (five).

The IBHE has certain statutory authority over the public junior colleges. It must approve "new units of instruction, research, or public service" after IJCB approval. Among the powers and duties enumerated in the Board of Higher Education Act of 1961 are:

1. Establishing general policies with respect to amount of charges for extension and adult education courses and for public services.

2. Establishing minimum admission standards for public junior colleges.

3. Reviewing IJCB budget proposals for operations and capital expenditures, and submitting its recommendations on the proposal to the General Assembly and the Governor.

4. Formulating a master plan for higher education which considers junior college problems and attitudes.

5. Reviewing and approving capital improvements of non-instructional facilities.

Functions of the Board and Staff. Since the passage of the Public Junior College Act, the IJCB and its staff have functioned primarily as promoters and advocates for the public junior colleges. Staff time has been concentrated on expansion and "fire fighting" rather than coordination and quality control.

Until the past year or so, colleges generally received recognition and approval of new programs rather easily. Choosing to interpret its mandate narrowly, the IJCB has generally applied minimum standards for recognition. In only one case has withdrawal of recognition been threatened, and that involved a question of trustee interference in administration--not the quality of education. (The college involved was placed on probation for one year.)

Furthermore, little staff attention has been paid to such problems as development of statewide information systems, long-range planning, interinstitutional coordination of programs, statewide manpower needs, or a statewide master plan. The IJCB has, in effect, functioned as a licensing agency and a conduit of state funds rather than as a genuine coordinator.

However, in the past year some efforts have been made to begin to fulfill the broader intent of the Junior College Act. The priorities adopted by the Board during the summer will, if implemented, help achieve the intent. (For further discussion, see Chapter XIII.)

Staff organization. IJCB staff personnel and organization have been in flux during the past two years. For example, in September 1970 the position of Associate Secretary for Research and Finance was vacant. In 1971 the position was abolished and two new positions created--a Finance Officer and an Associate Secretary for Research and Management Information Systems. In 1972 an Associate Secretary position for Finance and Budgets was created. (For Organization Chart, see Appendix 35.)

Only the Executive Secretary and two Associates have been on the staff since September 1970. As a result, most of the present staff of nine professionals is relatively new. Three have started in the last six months. However, the caliber of these new additions appear to give the staff the potential for increased effectiveness.

The present staff organization appears to have three weaknesses:

1. Associate Secretaries have so many responsibilities it is impossible for them to devote adequate time to each one.

2. All but two of the professionals, along with the President of State Community College, report directly to the Executive Secretary.

3. The small size of the professional staff limits its capacity to review current programs and to handle large projects itself. Because of this, the staff is forced to rely frequently on committees drawn from the various junior colleges. This often means long delays in completion.

The staff professionals do an efficient job in fulfilling their responsibilities such as processing new programs or apportionment claims.* However, progress on longer term projects is too slow.

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* The IJCB staff has started to use management by objectives in FY 1973. Each professional lists his objectives in accordance with Board and staff priorities on a quarterly basis. At the end of each quarter progress in achieving the objectives in reviewed.

For example, the Associate Secretary for Research and MIS told us he has devoted all his time to MIS and has spent almost no time on research. He has even been handicapped in development of MIS by changes in information requirements, computer breakdowns and lack of staff. His only assistant is one secretary.

Even on a small staff, it is unusual for seven of nine professionals to report directly to the chief executive. A more normal organizational structure would have three positions reporting directly to him.

One such position could be responsible for budgeting, financial information, statistical reporting, facilities, and master planning. Another might oversee instructional programs, public service programs, recognition, interinstitutional cooperation, research and student services. The third position would be responsible for operation of East St. Louis SCC.

Along with the neater organizational lines, more authority should be delegated downward than is now the case. The chief executive would then spend less time on lower level problems and detail work and would be free to devote himself more to the problems of coordinating public junior colleges as a system.

The staff has attempted to solve its problem of limited personnel by using the committee approach. An example of the effectiveness of this approach is the development of the IJCB "Uniform Accounting Manual." Development started in 1966 and was finally completed in 1972 or six years from inception to completion. During the six years the project has had three coordinators. The 1972 edition is an excellent accounting manual in the professional opinion of our staff. However, as a result of the delay, much junior college accounting data for the period 1966 to 1972 is inconsistent and unreliable.

Concerned administrators in the junior colleges must be informed and consulted about important changes affecting them. But the length of time the committee approach requires to finish a project argues against its overuse. The current state of the junior college system suggests that time is of the essence in coordinating and planning activities for the system statewide. Adequate staff and resources for the IJCB are essential. In various areas, advisory committees representing interested parties are appropriate, but the committees should be a reasonable size and the primary responsibility should rest with the IJCB staff.

Strengthening the staff. We recommend that the IJCB receive funds in FY 1974 for several new positions. The specific positions and salaries should be determined by the IJCB but the areas of inter-institutional cooperation and coordination, program and plans evaluation, the Management Information System, and internal research capabilities seem the most important.

We also recommend the IJCB employ a junior college student or students to provide messenger service for the staff. High priced professionals now have to run office errands. Cost of a part-time messenger would be nominal.

Management Information System. The Associate Secretary for Research and MIS told us the system is in a very early stage of development. Although that development is a high Board priority, present plans are to achieve it incrementally over the next four to five years using the committee approach mentioned earlier. At present only the part of the system that collects data for payment of claims is even partially implemented. The staff has no systems analyst or programmer and must rely on outside sources. The budget is limited, only about $24,000 being requested in FY 1974.

It is unrealistic to expect very rapid and effective progress in developing such a large system with limited personnel and resources and reliance on periodic committee meetings. We recommend the necessary funds be made available to develop the MIS as soon as possible. The development would probably require use of outside experts for software work, but central responsibility should remain in the IJCB staff. The staff should get cost proposals from several firms so that adequate funds can be included in the FY 1974 IJCB budget. If a comprehensive professional effort is not made on the Management Information System now, it is unlikely that the kind of data base necessary for a truly coordinated junior college system will exist in this decade. It is unlikely, too, the IJCB staff will have the kind of solid, comparable information essential if it is to assume its responsibilities for evaluating and integrating the plans and programs of the four dozen community colleges.

Revision of Standards and Criteria. The IJCB staff is currently revising the "Standards and Criteria" for public junior colleges. The staff originally hoped to have a rough draft by November but is now attempting to have the draft ready for the January 1973 Board meeting.

We reviewed a draft of the first chapter on recognition of public junior colleges. Unless the proposed IJCB procedure for on-going review and updating of campus master plans is carried out with unprecedented vigor, we are skeptical that the recommended revisions will be much more than the minimal licensing process IJCB recognition has been to date. (For more on this, see Chapter XIV.)

Administration of State Community College. The IJCB acts as the district board of trustees for the State Community College of East St. Louis. Serious doubts about the operation and effectiveness of this institution have been raised by statistical evidence, audit reports and a management study. (See Appendix 36.)

We recommend an in-depth study of this operation be undertaken by an appropriate legislative body.

Furthermore, we recommend that the IJCB request for FY1974 for a $500,000 increase in operating funds be denied and funding frozen at FY 1973 levels until an appropriate legislative body, such as the Legislative Audit Commission, indicates it is satisfied that financial and other irregularities have been corrected at SCC.

XII. ACADEMIC EFFECTIVENESS AND ADMINISTRATIVE QUALITY

Administrators and instructors are important to the community college system, but the system does not exist primarily for either. It exists for the students and, indirectly, for all the people of Illinois. If it is not doing what it is supposed to be doing for them effectively, it is not a good system, no matter how efficiently it is managed.

Central to planning for effectiveness as well as efficiency is the projection of demand or need for community college services. This is commonly cast in terms of student enrollment.

Problems in forecasting. The projection of student enrollment in comprehensive community colleges is somewhat trickier than it is in senior institutions, for several reasons:

1. Community colleges should serve a more heterogeneous age group, thus, projections of "college-age" population are less helpful.

2. Intrastate migration will have a greater impact on community colleges, which have geographic districts.

3. Community colleges should be able to offer new courses and programs more quickly to meet emergent local needs.

4. Community college enrollment is more closely tied to short-term local economic trends, expecially in occupational programs.

These problems are far from insuperable. Demographic data are not only generally available but also rather reliable and unambiguous. So even if a community college does serve a heterogeneous population, it should be possible to identify with some precision which programs will attract which persons, and targets can be set on that basis.

Similarly, intrastate migration is not random behaviour either. Research indicates that although individual family migrations are not always economically rational in the purest sense, general trends are usually reasonable and predictable.

The third and fourth items above are less easily handled. Careful on-going institutional research can help to identify community needs, and intelligent contingency planning can help keep the institution prepared for sudden shifts.

Enrollment and planning. Both long-range plans such as capital development and shorter-range plans such as faculty hiring are closely tied to student enrollment projections. State aid under the present formula is appropriated by the General Assembly on the basis of enrollment projections. The quality of such projections will directly affect both the efficiency and the effectiveness of the system as a whole.

Aggregate IJCB projections for State aid purposes are generally not too inaccurate, since differences among districts tend to cancel each other out. But the IJCB does not hire instructors, and statewide projections are of little use in planning capital construction for a given campus.

Individual campus estimates made in 1971 of Fall 1972 enrollment show a great range of accuracy (see Appendix 37). Waubonsee estimated 3900 headcount and enrolled 3915, a remarkably accurate projection. Kankakee's estimate, on the other hand, was over 50% in error, since 3500 were estimated and 5277 enrolled.

(The magnitude of this discrepancy is mitigated in a roundabout way by the fact that another IJCB figure published the same day, December 6, 1972, shows Kankakee headcount as 3391. Still another IJCB table of December 6 gives the figure as 3354. Total Kankakee Fall 1972 enrollment, according to a report issued by the University of Illinois, is 1630. The three IJCB reports variously list statewide headcount as 182,936; 217,668; and 181,143. The University of Illinois report lists 176,103. All these figures are reported as actual headcount and not projections or estimates.)

Implications of Enrollment. Despite the unreliability of individual campus projections, statewide forecasts are fairly accurate. Of course, the longer in advance they are made, the less accurate they can be expected to be.

Community college headcount enrollment is presently only 30,000 below the level projected for FY 1976, according to a current IBHE report. However, enrollment is leveling off. The IJCB is projecting only about a five percent increase for FY 1974. The same IBHE study estimated that Illinois senior institutions, public and private, will have about 20,000 available spaces in 1976. Thus, if student mobility were perfect, many baccalaureate students could be placed directly into senior institutions by 1976. (This assumes that the percentage of high school graduates who enter post-secondary institutions remains as stable as it has since the 1950s.)

Student mobility is not perfect, of course--nearly three-fourths of the students we surveyed said they were attending their

community college because of proximity to home and low cost. An enhanced scholarship program might enable some of this transfer to occur.

This along with the cost data presented earlier (See Chapter III), suggests two things: first, careful planning should precede additional higher education construction, since injudicious building could lead to severe underutilization of statewide higher education facilities through the 1980's. Second, priority in building should be given to space for non-baccalaureate programs, and some effort should be made to place some of the community colleges' baccalaureate students in senior institutions. Recent action by the IBHE indicates a growing concern about this problem.

Increasing productivity. In the meantime if temporary crowding occurs, it can and should be alleviated through increased productivity. New methods, including equivalency and proficiency testing, television courses and computer-assisted instruction, can contribute to that end. Such methods also facilitate rapid adjustment in programs in the event of enrollment fluctuation or other environmental change. These methods are not yet being widely utilized in the community college system.

The three-year degree and the "college without walls" approach are also important alternatives that should be pursued. It is something of an indictment of traditional higher education philosophy that Lincoln State University--the proposed college without walls--should be necessary at all. The Lincoln State proposal implies that present post-secondary education delivery systems are so inflexible that they cannot meet the needs of a large part of the population. The aims of Lincoln State University are unquestionably commendable, and the methods and techniques proposed are economical and efficient. However, it may not be necessary to establish yet another organizational unit, when existing structures should be sufficient to perform the mission.

Multi-campus districts. In their study for the Carnegie Commission Medsker and Tillery noted that

> Administrators, members of governing boards, and faculty members increasingly seek a model that will give each campus or college freedom to plan and operate in a manner that meets the peculiar needs of its own service area and at the same time, preserve such advantages as a sufficient tax base to equalize resources among campuses, the possibility of coordinating the educational program for the district and the achievement of economies from centralized services.

Medsker and Tillery indicate that an efficient community college should have between 2,000 and 5,000 FTE students. Yet 21 of the 48 Illinois community colleges are currently operating below 2,000 FTE and many

not projected to attain that level in the foreseeable future. Some schools actually face stagnant or declining enrollment.

The multi-campus community college district is a promising approach to increasing productivity. Two or more small or otherwise inefficient districts could be consolidated under one administration and could share faculty and expensive capital facilities. The approach should be seriously studied, especially by districts whose population or tax base is small.

Unfortunately, talk of consolidation or redistricting is threatening to some administrators, trustees, and citizens. There is a highly developed sense of territoriality in some community colleges; in other cases, "imperialism" would not be too strong a word to apply. One district, among the most poorly run in the state, seems to regard territorial expansion as the solution to its problems. There is competition for the territory in the west central portion of the state and for the area around Decatur.

Established districts may have some advantage in this competition. One official in a school district located between Decatur and Springfield said he would prefer his district to affiliate with Lincoln Land "because it's a going operation." This suggests that the consolidation of the Decatur district, and other such small and surrounded districts, with established colleges in the vicinity might be advisable.

The deadline for all areas of the state to be in a community college district is August 1, 1974. Particularly in sparsely settled areas of the state, multi-campus districts could be a vehicle to achieve this. To encourage the idea, IJCB and IBHE should be much more selective in approving capital projects.

Short-term controls. The IJCB has the formal authority to disapprove new programs. However, there appears to be uncertainty about whether it can withdraw recognition of existing programs as a deterrent to duplication and overexpansion. While the threat of nonrecognition is sometimes used with new programs, the IJCB has never withdrawn recognition from an existing program on those grounds. The abolition of obsolete courses and the paring of obsolescent ones has been largely a matter of district discretion.

In our survey of administrators, we found very few who had specific criteria for introducing or eliminating courses or programs. Even those who had criteria mentioned only in-district considerations and did not suggest that they considered duplication of programs in adjacent districts.

One college president said:

> We have tried to operate on the basis of the intent of the Junior College law that calls for cooperation of districts in sparsely populated areas by providing high cost programs only at one center in a given region. This, however, we have found is working to our disadvantage in that we have initiated only those occupational programs that did not exist in the area at the time, and have sent our students who want other highly specialized programs to other districts when such programs are offered. However, since we initiated several such programs, both the State Junior College Board and the Board of Higher Education have approved the same high cost programs that we had initially started in other immediately adjacent districts.

Flexibility and faculty. Sometimes the nature of the faculty reward structure makes it more difficult to maintain flexibility in dropping unnecessary courses or programs and in other productivity-enhancing measures.

Frequently, particularly in those districts which have faculty unions, workload in terms of contact hours is limited to an educationally inefficient level. (See Chapter IX) Further, tenure introduces rigidity in educational programs. If an obsolete or duplicative program is taught mostly by tenured faculty, it is generally more difficult to do away with the program because of the fixed faculty cost.

One way of mitigating both the rigidity and the expense of unrealistic faculty reward structures is to make greater use of paraprofessionals and junior professionals, including graduate students from nearby senior institutions. Although some administrators expressed misgivings about the use of graduate teaching assistants, others reported that they had had good experiences with them. It seems likely that careful screening and orientation can help to assure teaching quality.

New techniques, including television, computer-assisted instruction, open laboratories, and developmental learning centers, can also be helpful in reducing cost while enhancing flexibility. While

initially expensive, they may be less costly than tenured faculty in the long run. Because the nature of the community college clientele may demand more intensive faculty inputs, such devices as these may help the colleges to provide fuller services more economically. Very few community colleges are utilizing them.

Cost comparison. These structural factors differ around the state, and presumably have some impact on costs and effectiveness. It would thus seem to be highly desirable to be able to measure costs and effectiveness across campuses. Costs are compiled and reported annually in the IJCB's unit cost analysis. The statewide average cost per credit hour was $48.82 in FY 1971, with individual districts ranging from $38.42 at Illinois Eastern to $93.25 at East St. Louis. Among the older schools, Morton was highest at $61.76, followed by Kaskaskia at $60.05. Occupational and baccalaureate unit costs are displayed in Appendices 2 and 20.

We were frequently cautioned against using these comparative cost data to compare costs. Districts were apparently permitted to classify almost any course in almost any reasonable category. A Child Psychology course might be counted in one district as a nursing course and in another as a baccalaureate transfer course.

We were assured by the IJCB that the ambiguities would be cleared up when its management information system went to HEGIS (Higher Education General Information System) codes, and by district officials that HEGIS codes are not appropriate for community colleges and so would not clear up anything.

Even if cost measures were comparable, effectiveness measures are probably not. Programmed learning and behavioral-objective approaches, for example, give rather clear and presumably comparable data, but most campuses are not using them in the courses for whch they may be appropriate. (These methods could be useful, for instance, in skill-training courses and in developmental programs.) Whatever approach is used, some means of describing effectiveness must be devised.

Developmental programs present a problem all their own. Because many students do not wish to be classed as "remedial" or "developmental," some administrations have gone to great lengths to disguise the nature of such courses. They have succeeded in concealing reality from themselves and were unable to provide us with rather elementary data on such courses in their districts.

In any case, at virtually every campus we visited or heard from, we were told that this campus couldn't be compared with any of the others because its mission was different, or its organization was different, or its community was different. These differences are real and significant.

Granting that such diversity is what makes these institutions truly "community colleges," and that the system needs to permit innovation and experimentation, there is still a need for a uniform reporting system. Campuses may organize themselves in any reasonable way for their own purposes, but they must also be prepared to report to the state on their operations in a standard way. The cost of the uniform reporting systems may be reckoned as the price of maintaining local autonomy and receiving state support.

Is more better? No one has yet presented a satisfactory equation which relates educational inputs to outputs in a specific way, so that a statement might be made about how much difference in educational quality would come about from a given change in resources. This does not mean, however, that the usual assumption of educators that "more is better" cannot be examined.

Appendix 38 was compiled for a sample of eight districts, four above and four below the State median equalized assessed valuation per FTE student. The districts were ranked from high to low by dimension (Column 1), and from high to low in unit cost per FTE (Column 2). Columns 1 and 2 are drawn from IJCB publications. Columns 3 and 4 are the ranks from high to low of grade-point average and retention rate among transfers at public four-year institutions (from Appendix 1) and Column 5 is the ranking by percentage of students passing the State Registered Nursing examination on first testing in 1972 (from Appendix 17). Column 7 is the ratio of occupational graduates employed in fields related to their course work to degrees and certificates granted in 1972 (from Appendix 15).

Of course, unit costs--our measure of input--are indicative only of gross expenditure. They are determined for each district by the mix and quality of resources, regional price differences, and differences in management and instructional technique. Output measures are not hard and fast either. Differences in performance may reflect differences in program priorities among campuses, as well as real quality differences. None of these were controlled for in this sample. Rudimentary as this exercise admittedly is, however, it provides no evidence that gross level of expenditure is related to output quality. This suggests that something else may help to explain quality differences.

Administrative leadership. The quality of campus executive leadership varies greatly in the colleges we visited. Some administrations were stressing resource conservation, perhaps at the expense of educational leadership. Others were at the opposite extreme, engaging in "innovation" and "experimentation" with no clear way of evaluating results or accounting for resources. Still others were simply stagnant, complying narrowly with laws and regulations. There were a few, such as at the College of DuPage, who were combining educational innovation with strong institutional research.

Intelligent use of new techniques is often attributable to the personality of the responsible administrator or faculty member. Human Potential Seminars are conducted at Illinois Central College, for example, at the instigation of one administrator; an effective in-service training program for teachers without degrees at Spoon River is largely the work of the Dean of Vocational and Technical Education.

Some schools are apparently reluctant to initiate anything unusual. This, too, is usually attributable to the administrative style of campus officials. Others are generally innovation-minded. DuPage, with its "cluster colleges," is a good example. Other kinds of innovation around the state range from the unique building design of Lake Land to the DuPage Disaster Task Force, a highly unusual community service project. Behavioral objectives are used in all courses at Kankakee, and in all developmental courses at William Rainey Harper; the PLATO computer-assisted instruction system is used at Malcolm X.

Planning and institutional research. A close correspondence seemed to emerge between campuses which were successful, using the effectiveness measures we adopted, and those which were well-managed and could clearly identify their programs and program objectives. The quality of planning in the districts varied as widely as the quality of overall administration, and usually in the same direction.

Campuses with a good plan for researching community demand and a well-planned, flexible administrative structure, were better able to meet emergent local needs with short courses and special projects. Districts that have a firm knowledge of which elements of the target population are being served by which programs generally showed up better on the measures of effectiveness we employed.

Overall, though, institutional research among community colleges is inadequate. Only three districts had IR programs which amounted to as much as one-tenth of a percent of FY 1971 operating expense. Despite this minimal effort and the obvious need, campus chief executives responded to our survey by ranking IR in the bottom half of their priorities. (See Appendix 5.) Half of them ranked it eighth or lower. However, five presidents ranked IR first.

The apparent lack of effort and interest in IR makes evaluation of effectiveness very difficult. It seems to be yet another area in which inter-district cooperation could be helpful. Districts could easily share personnel and information. This would aid in producing research which is not only comparable across districts, but relatively economical. The IJCB will request money this year for categorical grants for inter-institutional cooperation projects. Joint IR efforts could be funded in this way, or through a separate categorical program specifically for institutional research.

IR in non-baccalaureate programs. Follow-up studies of occupational graduates, general studies students, and non-continuing (dropout) students are particularly difficult. Baccalaureate graduates, after all, usually go on to public senior institutions in Illinois, where their progress can be monitored. Those who attend other senior institutions can often be traced through transcript requests.

Other students are more difficult to trace, and their success or satisfaction may be harder to measure. This often leads to low response rates on follow-up surveys. Sometimes the follow-up survey instruments themselves are incomplete or are slanted so that it is difficult to give an unfavorable response.

One study employed the device of tracing former students through their parents. Since permanent addresses are part of student records, this resulted in higher response rates and may also have increased the reliability of the information received.

Master planning. The IJCB has instructed all community colleges in the system to develop master plans. Each master plan will include a description of the present situation of the college and its community, and a projection of needs and programs for three and five years in the future. Each plan will also describe a design for evaluating the success of the college in attaining its goals, and the procedures to be followed for future plan revisions.

Given the present primitive state of institutional research among Illinois community colleges, it is difficult to see how high quality master plans can emerge. Several of those we have seen verified this misgiving. Nonetheless, it is imperative that good campus master plans be generated as a basis for a State master plan.

In its ideal form, the campus master plan would be updated every year to present the current year's budget in the framework of the campus long range plan. Properly prepared, implemented, and monitored, master plans could become the basis for IJCB program coordination and budget review.

XIII. INTERDISTRICT COOPERATION AND STATEWIDE COORDINATION

If the IBHE's Master Plan III of 1971 has a single theme, it is the necessity for and the benefits of inter-institutional cooperation, consortia and divisions of labor. The importance of such programs to the Illinois higher education system is suggested by passages from the plan such as the following:

> A Collegiate Common Market is one mechanism for the operation of the integrated system. It does not suggest that individual colleges and universities yield their local and particular distinctions. In fact, it is the considerable diversity among Illinois institutions that make the State an attractive arena for an operative common market. The fact that different institutions do different things well and no institution does all things superlatively makes it appropriate to develop one educational marketplace among the many campuses. Inherent to the common market concept is the diminution of traditional barriers among the institutions. It can also be the vehicle for the university without walls pattern. . . . Ideally, the student in the Illinois integrated system . . . . would have access to the resources of the entire system. The quality of his experience would be appreciably enhanced . . . . , by exposure to a thoroughly comprehensive system.

Among the areas suggested for cooperation were: faculty sharing, inter-library loans, audio-visual pools and closed circuit television, intercollegiate class attendance privileges, joint purchasing and use of expensive equipment, common group insurance, cooperative supplies purchasing, and shared computer time.

The General Assembly indicated its approval of this direction by passing the Higher Education Cooperation Act of 1972 and appropriating $350,000 for inter-institutional cooperation projects in FY 1973. Programs recommended for approval by the IBHE staff range from $8,000 for five schools to establish a comprehensive consortium to $18,000 for two schools who wish to set up a music program.

Community college progress. One and a half years after Master Plan III, there is not as much progress as there could be on inter-institutional cooperation among public community colleges. IBHE issued a report in July 1972 listing a number of cooperative programs which institutions have reported. Our teams inquired about these, and found that there was less substance to them than the report indicated. At one campus, for example, none of the administrators we spoke with had ever heard of a police science program in which they were reported to be cooperating with an adjacent district.

There is no mechanism to encourage meaningful inter-district cooperation. The IJCB and the IBHE have the nominal power to disapprove duplicative programs. They have rarely done this, though, and once the overlapping programs are in place, the colleges are given State aid for every credit hour.

Statewide community college organizations do not seem equipped to perform the coordination function. The Council of Presidents has no staff to conduct ongoing work in this area. The presidents do not devote much of their meeting time to specific inter-district cooperation; they focus usually on other issues of general concern.

The Trustees Association functions mostly as an interface with the General Assembly. However, since its members are the ones who must face the financial problems, the group is more likely to favor cooperative efforts which cut costs without reducing services. While the organization has no formal authority, it could serve as an important information conduit.

Good signs. The multi-campus districts have apparently done an efficient job of allocating tasks among campuses, and there are some exemplary efforts beginning in other districts. The community colleges of the northwest Chicago suburbs, including Harper, Elgin, McHenry, Lake County, and Oakton, have established an informal consortium for program development. The group did not report any definitive divisions of labor, but two of the schools (McHenry and Lake County) cross-catalog some courses. Highland, Sauk Valley, and Rock Valley have developed some divisions of labor, in such areas as data processing, mechanical technology, and nursing. Kaskaskia sends its practical nursing students to Rend Lake, in exchange for Rend Lake's registered nursing students.

These efforts should be encouraged, as should even more ambitious ones, such as the Southern Illinois Collegiate Common Market, including Rend Lake, Logan, Shawnee, Southeastern, and SIU Carbondale, which has the potential to be a very productive consortium.

Cooperation with other educational entities. There are several other kinds of organizations with who resource-sharing arrangements have been worked out. The most obvious case is that of the public senior institutions. Articulation between these subsystems is important to baccalaureate students for transfer purposes, of course (See Chapter III), but others can benefit as well. At Highland a University of Illinois Cooperative Extension Service office cooperates with the community college in two agriculature courses, which are in modules so that either baccalaureate or occupational students can take advantage of them.

High schools. Cooperation with high schools in identifying student needs is improving. Several colleges are periodically surveying high school students in connection with their program planning and making the results available to high school counselors. However, well over half of the faculty members responding to our survey indicated that articulation with high schools regarding the remedial needs of students was inadequate; a need seems to exist in that area.

Divisions of labor with high schools in adult and continuing education are increasing as well. The total OSPI budget for the adult education area is $14.5 million this year, of which $9.5 million is federal money. It is distributed on the basis of proposals submitted. When a community college and a secondary school submit a proposal for a joint program, the college is usually named administrator of the grant. The responsible OSPI division watches out for duplicative programs and recommends cooperation to the entities involved. Programs which seem to be effective are left in the high schools, and slowly phased into the community colleges. One such case was recently resolved in Decatur.

This State level check apparently does not extend to checking nearby community college programs prior to approving a grant for a secondary school district, although OSPI officials say they ask the school district to do so. OSPI funded programs are in existence in the Danville, Black Hawk, Chicago, McHenry, and Thornton districts, among others.

In order to improve communication with local school districts, community college administrators should meet regularly and frequently with school district officials. It may be necessary for the IJCB to mandate this to assure efficient use of State resources.

Secondary vocational centers. These centers are dealt with in Chapter IV. There seems to be small justification for the existence of duplicative facilities. However, in some districts, such as Highland, administrators are attempting to merge their efforts. On the whole, coordination at both the district and the State levels is limited and ineffective.

Private colleges. Some community colleges have good relations with private schools in their districts. Kankakee offers all foreign language courses through Olivet Nazarene College. Organizational meeting of the purchasing coop initiated by several downstate colleges have been attended by representatives of Principia and Blackburn Colleges. Generally, though, the potential for cooperation with private colleges has not been explored.

We are not aware of any case in which cooperative programs are carried out between a community college and a proprietary school. One reason is that some traditional administrators regard such schools as undesirable. One president said that if occupational students wanted to take only technical courses and no general education courses, "Let them go to a commercial business school." This attitude, which is not uncommon, is in direct opposition to the position of virtually all involved State agencies, which are pressing for an increase in certificate and other short-course occupational programs. In any case, some proprietary schools appear to be effective institutions, and some sharing of resources might be worked out with them.

The "comprehensive" community college system. If community college presidents are asked why they do not engage in cooperative programs or divisions of labor with adjacent districts, the response is often, "Since we are supposed to be a comprehensive community college, we must offer a broad selection of courses to meet whatever our local demand is." In light of the scarcity of State and local financial resources, a redefinition of "comprehensiveness" is overdue.

Comprehensiveness must be an attribute of the system as a whole, or at most of regional subsystems. It is undeniable that the people of Illinois are entitled to access to such a comprehensive system, but there is no necessity for each campus to be "comprehensive."

Obstacles to cooperation. A few of the obstacles to cooperation and statewide coordination are at the local level. Some administrators are anxious to protect and expand their own colleges.

State agencies sometimes seem motivated by similar attitudes, each guarding its own prerogatives and domain, sometimes to the detriment of efficiency and effectiveness.

There are several legal and structural situations which operate to impede cooperation, especially in the matter of student inter-district mobility. The mandatory charge-back system is one such. The provision (Section 103-17 of the Public Junior College Act), that first preference for available program space must be given to in-district students also acts to encourage districts to set up duplicative programs.

For example, if Sauk Valley had a nursing program which was full, it would have to turn down all out-of-district students. This would provide an incentive to an adjacent district, say Rock Valley, to begin its own program, especially since the charge-back rate at Sauk Valley is $33.66, compared to $13.44 at Rock Valley. This effect is particularly unfortunate, since the filled programs tend to be health-related occupational ones, which are very expensive.

The inability of the Scholarship Commission to grant stipends to part-time students is another impediment. If travel expenses could be reimbursed, for instance, cooperation among the larger geographic districts downstate could proceed without closing off access to students. Variable tuition rates, presently illegal, might be used both to improve accessibility and facilitate inter-district mobility.

Possible cooperative efforts. Some steps are possible now; cross-cataloging--so that students at one college can get credit for courses taken at another--has been mentioned earlier. Joint appointment of faculty should be explored as well. If each of two or three districts has little demand for a specific course or program, a "circuit-riding" instructor could be employed.

Besides moving students or moving faculty, there is another approach--moving the information. Books and audio-visual materials can be shared; television, videotape and PLATO courses can readily move across district lines. Some programs of this kind are being discussed, but almost none are operational.

Incentives and sanctions. It would be ideal if districts would recognize the necessity and the advantages of cooperative endeavors, and move to increase their efforts along that line. This is beginning to happen in the more forward-looking administrations, especially those with relatively limited financial resources.

This voluntary movement should be strongly encouraged. More expeditious ways of providing money to districts engaged in meaningful cooperative programs should be considered. Categorical grants require proposals, and it is precisely the problem of marginal districts that they haven't the money to hire someone to write proposals, even though the expected return may be high. (Of course, just as faculty can be appointed jointly and IR can be conducted on a cooperative basis, shared grantsmen could be employed. Nobody is doing this, either.)

Wealthier districts are not often eager to move into cooperative ventures, since they see themselves as giving more than they receive. Thus, the cooperation reported to us by those districts was largely restricted to the development of new, not necessarily cooperative programs. If resource-sharing was involved, it was usually with other wealthy districts. While incentives can and should be provided for cooperation, it is difficult to identify credible sanctions for use against administrators who continue to resist coordination efforts. Perhaps State aid could be reduced or ended for flagrantly duplicative programs. A more severe sanction would be probation or suspension of recognition. The ultimate sanction would be complete withdrawal of recognition or mandatory redistricting. The IJCB can withdraw recognition, but a statute would be needed to require redistricting.

XIV. STATE STRUCTURE, CURRENT AND FUTURE

The present State structure for dealing with public community colleges and their programs is fragmented. Authorities and responsibilities are scattered throughout several agencies. The "system" is not a system, but a loose confederation of state and local entities with no one taking responsibility for overall coordination.

Illinois Junior College Board. The IJCB has until recently acted primarily as an advocate for the community colleges and a pipeline for funds. Its present guidelines, while generally good, have been so minimally enforced that they are not likely to encourage development of a quality community college system.

As indicated in Chapter XI,the IJCB staff seems to realize this, and the standards are being revised. We reviewed a draft of the first chapter of the revised rules and regulations, which deals with state recognition. The chapter lists four requirements for the recognition of a community college.

First, the college must submit and gain IJCB approval of a campus master plan by July 1 each year. Master planning and its implications will be discussed later. This provision, properly overseen by an augmented IJCB staff, can be instrumental in establishing state coordination while retaining local flexibility.

Second, each campus must certify every year that it is in compliance with all the State rules and regulations currently in effect, and must file with the IJCB a copy of local policies and procedures which relate to State rules. After initial recognition, this provision is foreseen as entailing only a nominal annual updating. It seems to have been written in an attempt to assure some degree of compliance with the rules and regulations without the necessity of field visits by IJCB staff. It is unlikely to be a useful indicator of the junior colleges' actual performance.

The third requirement is that each campus must submit all IJCB management information system data by the deadlines established by the Board. The penalty is automatic suspension of recognition (and thus of State aid) from the deadline date until the date the delinquent report is received. This provision is necessary if the IJCB is to be able to report to the IBHE and the General Assembly in a timely fashion. However, deadline dates must be established after consultation with campus officials to insure that deadlines are not unreasonable.

The final provision for State recognition is that the campus must be accredited by the Commission on Colleges and Universities of

the North Central Association of Colleges and Secondary Schools. We have reviewed the North Central guidelines. They are rather unspecific and generally undemanding. In some cases North Central guidelines have led directly to duplication. Malcolm X College, for example, was required by North Central to maintain its own library less than a mile from the library on the Chicago Circle campus of the University of Illinois.

It appears preferable for the IJCB to take a more active role in the recognition process, and we have made our recommendation that the staff be increased with that in mind.

The Illinois Board of Higher Education. The IBHE and its staff have a hard time thinking of junior colleges as institutions of higher education, perhaps feeling that community colleges have an unpromising future. The IBHE seems committed to the implementation of Lincoln State University in preference to trying to work out something within the framework of existing systems. Several IBHE staff suggested to us that the community colleges should be the responsibility of OSPI.

The phrase "higher education" is probably causing some of this attitudinal problem. "Higher education" calls up pictures of ivied walls and abstruse discussions of great issues. This image is a bit dissonant with an automobile mechanics course or a developmental reading lab. Perhaps all "post-secondary" institutions should be called just that.

(In a related vein, it will be noted that we have used "community college" and "junior college" more or less interchangeably in this report. "Junior college" is a somewhat infelicitous phrase, which ties the institutions subliminally to the baccalaureate transfer function. These institutions should be called "community colleges" if indeed they cannot just be called "colleges.")

OSPI. The relations between OSPI and the community colleges are mostly in the field of adult and continuing education, federal funds for which are routed through OSPI. An OSPI official indicated that there was no strong objection to having community colleges take over a large part of the adult and continuing education responsibility, as long as OSPI retained the funding authority.

Division of Vocational and Technical Education. VocTec is a polished-looking operation with the potential to exert powerful control through its evaluation and funding mechanisms. Much of its evaluative work is not yet of the highest quality, however. The agency may be more concerned with expansion than integration, as evidenced by its apparent failure to actively pursue cooperation between Secondary Area Vocational Centers and the community colleges.

The Bureau of the Budget. BoB has one staff analyst assigned to community colleges. He has little real power, since the operating budget is not under the control of the Governor. BoB officials are aware that community colleges cost more here than in other states (see Chapter III) and are skeptical about the system's effectiveness.

Community college attitudes. Local district officials often expressed the feeling that they are being harassed by data requests; they objected to being asked to recast the same data in several different forms for each of the agencies to which they report.

Further, each agency has divided the State into service regions which are almost never coterminous. A college could be in OSPI Region X and Voc Rehab Region Y, but two of its feeder high school districts could be in OSPI Region Y and Voc Rehab Region X, necessitating another set of reports.

The confusion over channels of authority and communication often resolves itself into an attitude among college administrators that they are really responsible only to their local board and that the State owes them 50% support but otherwise should leave them alone. This attitude is not likely to be conducive to the establishment of a fully integrated State post-secondary education network.

The complexity faced by State agencies in dealing with community colleges is illustrated by the response to an IBHE attempt to discover ways of saving money. The Board requested all public colleges and universities to identify their highest and lowest priority programs with the ultimate intent of reducing State support by 15%.

Some community college administrators complied. Most who did also pointed out that other approaches to economizing would be more appropriate for junior colleges. (The nature of State support for those institutions, a flat grant per credit hour, would make it appear that the only way to save the State money is to reduce academic programs and thereby lose students.)

Other administrators suggested only insignificant cuts or offered to study the matter further. The trustees at one school voted not to comply, and other schools also refused, many asserting that such a cut would violate the intent of the General Assembly in setting up comprehensive community colleges. One president took the occasion to ask for a 15% increase in State aid.

Budget procedures. The community college budget and funding process further exemplifies the need for system integration. A community college makes up its own budget, which is approved by the local trustees. The IJCB reviews the budget, as does IBHE, but neither can make cuts, except where previously unapproved whole programs appear. BoB reviews the IJCB budget, but cannot do anything except comment since the IBHE is not responsible to the Governor.

State aid to community colleges is based on a flat grant per credit hour irrespective of the desirability of the program or the efficiency of the campus.* In other words, the State is paying for programs over which it has almost no control.

All deliberate speed. The post-secondary education system in Illinois must become an integrated network. Not only is it uneconomical and inefficient for resources to be wasted on duplicative programs, but the fragmentation of skills and information throughout the State may lead to the danger that mediocrity rather than excellence will be fostered.

The emergence of the Lincoln State concept and the technical capability to reach large numbers of potential students through television and other outreach mechanisms strongly suggest that a highly effective education network can be established even within the limitations of present facilities, if resources are used wisely.

Alternative structures. The patchwork nature of post-secondary education in Illinois is unlikely to be resolved by articulation conferences or lower-level divisions of labor, commendable as these are. Specific coordinative policies must be developed, either by the General Assembly or by an administrative agency with overall authority in the post-secondary realm.

The Constitution of 1970 requires some reorganization of OSPI. Some experts suggest that the opportunity be taken to set up a consolidated education agency, with responsibility for kindergarten through graduate school. The model most often proposed is one which would incorporate under one governing board the functions presently performed by OSPI, IBHE, IJCB, the Board of Governors, the Board of Regents, the Trustees of SIU, the Trustees of the University of Illinois, the Department of Registration and Education, the Board of Vocational Education and Rehabilitation, the Illinois State Library, the Illinois State Historical Library, and several others.

This would establish one State executive with the overall responsibility for coordinating programs and allocating resources to meet educational priorities. The principal disadvantage of such a structure is that it requires that an extremely capable and vigorous administrator be found to head the agency, an extremely difficult task.

Even if the person heading the department were not all he should be, though, the high visibility of the position would lead to pressure on the Governor or governing board to remove him. This is in marked

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* For a consideration of funding methods, see "State Aid to Public Junior Colleges: Simulations of Alternative Distribution Methods," (Illinois Economic and Fiscal Commission: January 1973).

contrast to the present situation. Currently, if resources are misallocated or programs not coordinated, no one can be held accountable. Responsibility is widely diffused, and there is no specific pressure on anybody to do anything.

Further, a unified structure would facilitate cooperation at the middle and lower levels even if the person at the top were somehow inadequate. If a dynamic leader were found for such a department, it could become a powerful instrument for the establishment and maintenance of an educational system of the highest quality.

We found in the course of this study that the public community colleges can fill an important role in the educational system of Illinois, but only if they are properly managed at the local level and effectively coordinated at the State level. Statewide coordination is certainly lacking, and available data are too limited to permit the evaluation of individual district and campus effectiveness. The need for more precise State controls is clear. The most manageable way to approach the need pending a major restructuring is through the budget process.

Relating policy needs to resource allocation. The present formula method for distributing State aid not only provides virtually no State oversight, but it also has a disequalizing effect--the wealthier districts get more money. (For a fuller discussion, see the IEFC report on alternative distribution methods.) The alternative approach to be employed depends on the values the General Assembly wishes to foster.

Full State funding. Full State funding is, of course, an alternative method. This approach was recommended by an expert advisory committee in the formulation of the IBHE Master Plan I. It would greatly enhance State coordination capability, of course, but might well reduce local flexibility beneath a tolerable level.

Program funding. Movement from credit hour to program funding leads to better control over duplicative programs, and provides a firmer justification for requiring effectiveness information from schools. A more equalizing formula, such as one which assured each district a certain level of revenue if it had a minimum tax and/or tuition rate, might then be used to distribute State aid up to some specified percentage of local program needs.

Master planning. The master planning process holds some promise as an instrument for assuring State control with local initiative. Relating the annual budget to campus long-range plans and to a State master plan would facilitate true statewide program coordination.

Each campus is already required to submit a master plan to the IJCB by next spring. Elements in a good master plan should include:

1. Description of the district, including socioeconomic levels, age and education levels, and current manpower and employment situation.

2. Reasonably predictable future needs.

3. Current ability of the college to meet present and future needs.

4. Priority ranking of goals for future campus development.

5. A series of plans, looking ten years, five years, three years, and one year into the future.

6. A procedure for evaluating the college's success in meeting its long-range and short-range goals, including the mechanism to be used to revise the plan as the need arises.

7. Specific proposals for immediate implementation, given resources likely to be available in the near term.

8. Contingency plans, specifically describing what action will be taken if the actual future situation is the second or third most likely one, instead of the one on which the plan is premised.

It is in contingency planning that most master plans are deficient. Intelligent contingency plans can eliminate much of the patching that goes on in crises. For example, a contingency plan should suggest what programs will be dropped if enrollment drops to a certain level, or if enrollment increases. Similarly, it should describe the steps to be taken if a change in the level of State support occurs.

The local master plan would be tied to State resource allocation through the budget process. The district would present its budget in the framework of its long-range plan. The IJCB and the IBHE would review and revise it based on their knowledge of the college's past efficiency and effectiveness. The budget would also be considered in its relation to current statewide priorities and the State master plan.

State aid would be allocated on an equalizing basis up to some specified percentage of the district budget as approved by the responsible State agencies. The district could overspend its approved budget to meet particular local priorities, but the whole cost of the overrun would have to be met with local revenues.

If the district, through efficient management, spent less than was budgeted, it would still receive the same State aid and could thus offer some relief to local taxpayers. Careful auditing and field visits would be required to insure that initial budgets were not being padded, or that savings were not caused by a reduction in service level.

Accounting for effectiveness could be achieved through a management-by-objectives system. The community college would submit with its budget a list of objectives for the year, and the criteria to be applied in evaluating its success in meeting those objectives. Each campus would then be assessed on the basis of its own stated objectives.

The temptation to write simplistic or irrelevant objectives might overcome some administrations. Intelligent monitoring by the IJCB and its staff would thus be imperative.

Organizational adjustments. For any new funding mechanism to succeed, careful pre-implementation planning is a necessity. Some restructuring, at both the state and local levels, would be needed. Thus it would probably be at least FY 1975 before any new system could be fully operational.

Under the present system, the General Assembly has insufficient control over the junior college system. Enhancing the General Assembly's control, however, implies increasing complexity. The responsible committees may need to make some adjustments in order to retain the ability to oversee the operation of the system under a revised funding method. The Bureau of the Budget, too, would have to restructure somewhat to deal with a new budgeting procedure.

The IBHE must become more aware of and sensitive to the needs of the community colleges. At present, these institutions are not well integrated into the overall State post-secondary system.

An absolute requirement for any system, even the present one, to be effective in promoting quality education is a strengthened IJCB. This is to imply not only an increase in staff--which we strongly recommend--but also a much more vigorous effort by the entire organization. The IJCB can serve the educational interests of the people of Illinois only if it is more willing than it has been to take positive action to coordinate the activities of the colleges, and if necessary to force compliance with State standards of procedure and performance.

Implementation. Some of the alternatives posed in this report can be implemented rather quickly, while others require longer advance planning.

Because of the critical need for pre-implementation planning, it may be advisable to continue the present funding method through FY 1974.

Moving from the present credit-hour grant to a simple equalizing grant could perhaps be done in FY 1974 with intensive preparation. The same may be true of shifting to a limited program-based method. These would be stopgaps at best.

A master plan-budgeting system could be operational by FY 1975, if planning began fairly soon, since the master planning process is already under way. Full State funding, because of the radically different structure required, would take perhaps a year longer--until FY 1976 if enacted this year.

The creation of a single agency responsible for all educational programs does not necessarily imply any particular method of funding junior colleges. In any case, such an agency could be created incrementally over a number of years. It could be operating by FY 1979 or 1980.

APPENDICES

APPENDIX 1

PERFORMANCE OF JUNIOR COLLEGE TRANSFER STUDENTS[4] AT FOUR STATE UNIVERSITIES

Dist. No.	Name of Junior College	U of I[1] Spring 1971 N	U of I GPA	U of I % Good Stand.	SIU[2] Spring 1972 N	SIU GPA	SIU % Good Stand.	Eastern[3] Fall 1972 N	Eastern GPA	Eastern % Good Stand.	Western 1971-72 N	Western GPA	Western % Good Stand.
501	Kaskaskia	8	3.48	75%	187	3.50	80%	59	2.67	97%	4	--	--
502	DuPage	14	3.28	50%	254	3.34	78%	31	2.66	97%	63	2.22	78%
503	Black Hawk Main	17	3.99	82%	73	3.60	82%	2	--	--	63	2.86	95%
503	Black Hawk East	1	--	--	3	--	--	3	--	--	--	--	--
504	Triton	15	3.43	46%	103	3.36	81%	13	2.42	83%	43	2.25	74%
505	Parkland	53	3.79	72%	115	3.38	73%	72	2.44	88%	11	2.46	60%
506	Sauk Valley	5	3.81	80%	38	3.50	74%	6	2.44	100%	13	2.63	83%
507	Danville	31	3.84	81%	119	3.55	82%	99	2.71	93%	--	--	--
508	Kennedy-King	1	--	--	55	3.19	67%	7	2.54	100%			
508	Loop College	2	--	--	98	3.42	76%	21	2.30	90%			
508	Malcolm X	--	--	--	19	3.23	53%	3	--	--			
508	Mayfair	--	--	--	122	3.36	80%	1	--	--	52	2.33	79%
508	Olive-Harvey	4	--	--	119	3.34	75%	6	2.56	100%			
508	Southwest	2	--	--	105	3.52	81%	9	2.54	78%			
508	Wilbur Wright	8	3.66	75%	201	3.51	78%	9	2.12	78%			
509	Elgin	10	3.28	70%	81	3.60	91%	15	2.79	87%	9	2.37	100%
510	Thornton	8	3.61	75%	185	3.35	74%	24	2.72	88%	26	2.45	92%
511	Rock Valley	13	4.06	84%	48	3.55	73%	7	2.54	100%	35	2.76	87%
512	Wm. Rainey Harper	12	3.72	67%	161	3.54	86%	21	2.75	100%	36	2.47	88%
513	Illinois Valley	30	3.88	84%	121	3.50	79%	14	2.87	100%	23	2.58	91%
514	Illinois Central	11	3.56	73%	88	3.42	75%	13	2.79	85%	36	2.42	82%
515	Prairie State	14	4.15	93%	143	3.40	77%	13	2.68	92%	13	2.46	92%
516	Waubonsee	3	--	--	39	3.37	82%	4	--	--	--	--	--
517	Lake Land	5	2.83	60%	84	3.29	80%	336	2.53	88%	10	2.12	56%
518	Carl Sandburg	4	--	--	11	3.60	82%	5	3.15	100%	36	2.56	75%
519	Highland	9	3.61	100%	39	3.62	85%	14	2.55	100%	20	2.48	93%
520	Kankakee	5	3.95	80%	36	3.45	75%	16	2.49	81%	5	2.88	100%
521	Rend Lake	6	4.08	83%	302	3.64	88%	36	2.68	89%	--	--	--
522	Belleville	10	3.39	70%	87	3.63	84%	24	2.80	88%	--	--	--
523	Kishwaukee	3	--	--	12	3.59	83%	3	--	--	--	--	--
524	Moraine Valley	2	--	--	51	3.18	71%	13	2.42	85%	21	2.14	78%
525	Joliet	22	3.54	77%	162	3.54	83%	37	2.75	97%	25	2.50	83%
526	Lincoln Land	6	3.78	83%	71	3.48	86%	42	2.61	93%	23	2.51	85%
527	Morton	3	--	--	81	3.67	89%	14	2.38	79%	20	2.73	90%
528	McHenry	1	--	--	21	3.53	86%	3	--	--	9	2.50	100%
529	Lincoln Trail	--	--	--	6	3.33	67%	36	2.60	89%	--	--	--
529	Olney Central	3	--	--	95	3.58	81%	180	2.67	92%	--	--	--
529	Wabash Valley	4	--	--	93	3.31	74%	54	2.57	89%	--	--	--
530	John A. Logan	--	--	--	188	3.42	80%	8	2.15	88%	--	--	--
531	Shawnee	--	--	--	67	3.58	88%	8	2.59	88%	--	--	--
532	Lake County	1	--	--	52	3.48	77%	4	--	--	18	2.37	73%
533	Southeastern	3	--	--	185	3.74	90%	17	2.46	71%	--	--	--
534	Spoon River	5	3.19	60%	40	3.56	73%	5	2.47	80%	33	2.72	90%
535	Oakton	--	--	--	12	3.38	100%	--	--	--	--	--	--
536	Lewis and Clark	--	--	--	5	3.64	80%	12	2.28	83%	--	--	--
601	SCC East St. Louis	--	--	--	8	2.93	63%	--	--	--	--	--	--
Total		354			4765			1317			647		
Mean for all public junior college transfers			3.70	75%		3.49	81%		2.52	90%		2.50	84%
Mean for all "native" students			4.08	86%		3.53	88%		3.73	93%		2.65	97%

[1] Data covers new transfer students in the fall of 1970 only. It has been corrected to include those graduating and to exclude private junior college transfers.

[2] Data covers all public junior college transfers at SIU. The percentages of "good standing" may be somewhat inflated because SIU--unlike U of I--excludes "withdrawals" when calculating academic standing. "Native" student excludes freshmen; all transfer students have at least sophomore standing.

[3] Data covers all public junior college transfers at EIU. The percentages of students on "good standing" may be somewhat inflated because we were unable to include "withdrawals."

[4] GPA's and percentage in good standing are only presented when the number of transfers from that junior college is five or more.

APPENDIX 2

BACCALAUREATE COSTS PER CREDIT HOUR BY DISCIPLINE, 1970-71

Dist. No.	Name of Junior College	Business	Social Sciences	Math. Sciences	Humanities	Bio. Sciences	Fine Arts	Physical Sciences
501	Kaskaskia	49.10	39.47	49.83	43.68	60.26	50.83	64.18
502	DuPage	38.55	38.43	41.68	44.73	43.12	49.59	46.24
503	Blackhawk Dist.							
503	Black Hawk College	36.97	31.63	35.09	40.52	35.98	56.49	47.41
503	Black Hawk East	31.88	33.65	41.25	33.39	40.70	45.32	39.13
504	Triton	34.40	32.78	36.24	38.79	48.29	53.19	58.11
505	Parkland	43.61	38.51	39.97	39.66	49.71	61.47	63.63
506	Sauk Valley	---	45.91	55.57	50.96	63.78	48.89	57.05
507	Danville	39.60	29.95	35.07	32.48	30.41	29.39	36.42
508	Chicago City							
508	Amundsen-Mayfair	---	45.17	50.78	50.22	62.99	51.04	51.96
508	Kennedy-King	---	59.05	61.92	66.75	71.75	88.78	80.50
508	Loop	---	41.77	43.72	44.95	49.30	62.80	51.62
508	Malcolm X	---	53.79	49.27	50.47	64.61	57.26	61.43
508	Olive-Harvey	---	49.81	52.25	54.99	69.19	62.66	63.33
508	Southwest	---	40.91	47.10	44.71	51.72	55.75	68.56
508	Wilbur Wright	---	43.07	45.65	47.07	51.21	67.14	54.57
509	Elgin	46.12	43.19	47.38	43.58	52.15	57.64	54.39
510	Thornton	40.30	34.50	50.02	42.03	55.67	64.77	47.73
511	Rock Valley	36.76	33.26	35.52	36.94	40.11	38.45	52.68
512	Wm. Rainey Harper	40.62	38.63	42.11	44.47	41.89	54.05	57.19
513	Illinois Valley	43.16	40.99	44.79	46.44	57.48	49.54	58.72
514	Illinois Central	---	31.12	38.17	41.87	39.63	48.44	44.54
515	Prairie State	34.27	35.24	43.81	46.30	36.61	55.94	57.74
516	Waubonsee	36.10	32.25	37.53	40.05	48.71	58.51	46.37
517	Lake Land	39.52	34.93	39.80	39.01	61.05	45.56	57.40
518	Carl Sandburg	---	33.01	46.52	38.55	48.74	45.84	119.65
519	Highland	47.67	42.21	54.74	48.33	52.73	78.42	65.70
520	Kankakee	45.74	36.83	47.73	38.08	38.96	33.98	54.80
521	Rend Lake	35.09	33.71	39.80	40.10	44.19	47.76	67.96
522	Belleville	24.80	24.29	32.72	32.78	34.03	36.36	47.46
523	Kishwaukee	---	29.41	36.19	40.40	38.34	48.21	62.20
524	Moraine Valley	33.31	31.84	35.90	37.60	45.45	36.58	44.81
525	Joliet	43.72	34.70	43.90	40.54	45.64	55.02	55.53
526	Lincoln Land	31.36	31.01	39.15	37.99	43.12	41.13	52.77
527	Morton	53.71	51.56	61.87	63.91	178.13	67.58	80.98
528	McHenry	48.59	40.50	50.28	48.89	44.36	53.60	54.60
529	Illinois Eastern							
529	Lincoln Trail	46.15	42.49	47.01	44.92	40.60	41.40	44.41
529	Olney Central	29.52	26.34	37.85	30.93	34.48	25.76	41.25
529	Wabash Valley	31.21	30.88	38.48	31.74	37.16	30.54	32.64
530	John A. Logan	44.95	37.59	42.52	42.31	45.03	43.59	48.66
531	Shawnee	64.06	54.36	60.86	64.09	64.65	114.55	76.83
532	Lake County	36.10	36.23	53.32	41.24	48.52	51.58	57.63
533	Southeastern	---	30.42	35.60	29.47	41.64	30.43	39.69
534	Spoon River	52.97	47.08	46.42	49.06	55.10	47.00	82.05
535	Oakton	84.50	75.92	99.01	78.50	93.48	79.07	102.58
536	Lewis and Clark	---	---	---	---	---	---	---
601	East St. Louis	90.28	78.68	88.17	97.05	82.00	130.14	94.27
Cost/credit hr. for whole system		39.36	39.36	45.27	45.60	49.72	52.39	56.07
Cost/credit hr. for public universities (lower division)*		41.86	24.10	32.10	40.83	42.55	50.87	51.17

* "Lower division" means freshmen and sophomores. For cost analysis the public universities use enrollment figures as of 10 days after the beginning of the term. The public junior colleges use mid-term enrollment figures. Officials of the Illinois Junior College Board estimate that enrollments decline about 7% between the 10th day and mid-term. Therefore, we have adjusted the public universities figures upward by 7% so as to make them more comparable.

APPENDIX 3

STUDENT-FACULTY RATIOS
(Academic Year 1970-71)

Dist. No.	Name of Junior College	Baccalaureate Programs	Occupational Programs
501	Kaskaskia	21 to 1	13 to 1
502	DuPage	24 to 1	16 to 1
503	Black Hawk College	20 to 1	19 to 1
503	Black Hawk East	22 to 1	11 to 1
504	Triton	25 to 1	17 to 1
505	Parkland	17 to 1	12 to 1
506	Sauk Valley	22 to 1	17 to 1
507	Danville	26 to 1	13 to 1
508	City Colleges of Chicago		
508	Mayfair	25 to 1	23 to 1
508	Kennedy-King	25 to 1	22 to 1
508	Loop College	26 to 1	26 to 1
508	Malcolm X	28 to 1	19 to 1
508	Olive-Harvey	25 to 1	22 to 1
508	Southwest	26 to 1	26 to 1
508	Wilbur Wright	27 to 1	26 to 1
509	Elgin	20 to 1	17 to 1
510	Thornton	21 to 1	17 to 1
511	Rock Valley	28 to 1	18 to 1
512	William Rainey Harper	33 to 1	25 to 1
513	Illinois Valley	25 to 1	17 to 1
514	Illinois Central	25 to 1	17 to 1
515	Prairie State	--	--
516	Waubonsee	25 to 1	15 to 1
517	Lake Land	19 to 1	12 to 1
518	Carl Sandburg	18 to 1	12 to 1
519	Highland	22 to 1	15 to 1
520	Kankakee	14 to 1	10 to 1
521	Rend Lake	20 to 1	13 to 1
522	Belleville	21 to 1	16 to 1
523	Kishwaukee	20 to 1	13 to 1
524	Moraine Valley	25 to 1	14 to 1
525	Joliet	21 to 1	16 to 1
526	Lincoln Land	23 to 1	14 to 1
527	Morton College	18 to 1	16 to 1
528	McHenry	17 to 1	10 to 1
529	Illinois Eastern		
	Lincoln Trail	21 to 1	11 to 1
	Olney Central	19 to 1	12 to 1
	Wabash Valley	20 to 1	11 to 1
530	John A. Logan	22 to 1	14 to 1
531	Shawnee	17 to 1	12 to 1
532	Lake County	22 to 1	16 to 1
533	Southeastern Illinois	21 to 1	15 to 1
534	Spoon River	16 to 1	12 to 1
535	Oakton	24 to 1	13 to 1
536	Lewis and Clark	--	--
601	State Comm. Coll. of E.St.L.	21 to 1	9 to 1
	Averages	23 to 1	17 to 1

APPENDIX 4

DISTRIBUTION OF CLASS SIZE, FALL 1970

Dist. No.	Name of Junior College	All Classes Percent of Classes Under 5	5-10	Over 50	Baccalaureate Percent of Classes Under 5	5-10	Over 50	Occupational Percent of Classes Under 5	5-10	Over 50
501	Kaskaskia	2	16	0	1	11	0	5	20	0
502	DuPage	4	4	1	1	3	1	8	6	2
503	Black Hawk Dist.									
503	Black Hawk Coll.	2	8	1	1	5	0	2	7	5
503	Black Hawk East	0	0	3	0	0	6	0	0	0
504	Triton	2	6	0	1	2	1	4	12	0
505	Parkland	1	9	0	0	6	1	1	13	0
506	Sauk Valley	6	18	2	5	14	3	10	28	1
507	Danville	7	21	2	2	9	5	7	27	1
508	Chicago City									
508	Amundsen-Mayfair	1	2	1	1	1	0	2	10	0
508	Kennedy-King	4	4	0	3	3	0	7	6	0
508	Loop	0	3	1	1	4	0	0	3	0
508	Malcolm X	0	5	7	1	8	9	0	0	8
508	Olive-Harvey	0	2	0	0	2	0	0	0	0
508	Southwest	0	0	0	0	0	1	0	0	0
508	Wilbur Wright	0	0	2	0	0	2	0	1	0
509	Elgin	8	11	1	4	8	0	10	19	1
510	Thornton	6	13	1	10	11	2	6	19	2
511	Rock Valley	3	11	2	2	2	3	4	10	0
512	Wm. Rainey Harper	1	5	8	0	2	10	3	13	1
513	Illinois Valley	0	10	0	0	6	0	1	32	0
514	Illinois Central	2	11	2	1	8	4	2	15	0
515	Prairie State	7	19	0	6	18	0	11	22	0
516	Waubonsee	4	17	4	3	13	6	7	30	2
517	Lake Land	7	15	1	7	14	1	5	18	0
518	Carl Sandburg	7	14	0	1	9	0	15	21	0
519	Highland	2	28	1	4	18	0	0	31	0
520	Kankakee	9	36	1	5	24	1	5	30	0
521	Rend Lake	6	16	0	1	9	0	15	34	0
522	Belleville	2	10	1	1	7	2	3	10	0
523	Kishwaukee	6	16	3	2	13	3	13	22	2
524	Moraine Valley	3	7	2	3	4	2	5	12	1
525	Joliet	2	13	0	1	9	1	4	16	0
526	Lincoln Land	2	7	0	0	5	0	7	17	0
527	Morton	8	19	1	5	12	1	6	27	2
528	McHenry	9	28	0	7	12	0	7	44	0
529	Illinois Eastern									
529	Lincoln Trail	0	10	2	0	7	0	0	15	0
529	Olney Central	1	12	2	1	9	3	7	22	0
529	Wabash Valley	3	17	3	2	8	5	6	35	0
530	John A. Logan	3	10	0	1	4	0	15	15	0
531	Shawnee	6	27	2	4	22	3	12	48	0
532	Lake County	1	9	0	1	6	0	0	18	0
533	Southeastern	0	15	0	0	11	0	0	22	0
534	Spoon River	5	23	0	4	10	0	10	31	0
535	Oakton	1	11	0	0	4	0	6	39	0
536	Lewis and Clark	-	-	-	-	-	-	-	-	-
601	East St. Louis	14	20	0	8	16	0	27	23	0
	Totals	3%	11%	1%	2%	7%	2%	5%	16%	1%

APPENDIX 5

COLLEGE PRESIDENTS' PRIORITIES FOR "EXTRA" FUNDS

(Response to question asking rank order of spending priorities if their campus received extra unearmarked money.)

Dist. No.	Name of Junior College	Scholar-ships	Build-ings	Library	Bacc. Instruc.	Occup. Instruc.	Remedial Instruc.	Gen/Adult Courses	Community Service	Public Relations	Parking Lots	Student Counseling	Faculty Training	Institutional Research	Other
501	Kaskaskia	2	12	10	9	3	1	4	5	11	14	6	7	8	13
502	DuPage		7	2	1	1	1	1	3			6	4	5	
503	Black Hawk	10	11	5	9	1	3	2	4	12	13	6	7	8	
504	Triton		No response												
505	Parkland		5		1	1	1	4						6	
506	Sauk Valley	6	12	11	9	1	4	5	2	10	13	7	3	8	
507	Danville	8	11	3	5	2	4	7	6	10	13	1	9	12	
508	Chicago City	10	11	6	1	2	3	4	5	12	13	7	8	9	
	Mayfair	13	1	4	6	2	3	5	10	11	9	12	8	7	
	Kennedy King	10	12	6	4	1	14	2	5	8	11	3	9	7	13 (audio-tutorial equip.)
	Loop	10	2	9	12	6	5	8	7	13	14	3	4	1	13 (office equip.)
	Malcolm X	12	11	5	10	6	7	8	2	9	13	4	3	1	
	Olive-Harvey	1	2	3	6	4	7	8	5	9	13	10	11	12	14 (audio-visual)
	Southwest	8	10	4	5	1	2	7	3	13	12	6	9	11	
	Wilbur Wright	14	1	4	9	5	3	11	6	12	13	2	7	10	8 (equipment)
509	Elgin	2	11	8	6	5	3	7	10	12	13	1	4	9	
510	Thornton	10	11	5	9	3	8	6	4	1	13	12	7	2	
511	Rock Valley	11	13	3	2	1	10	7	8	9	12	6	5	4	
512	Wm. Rainey Harper	11	1	6	5	2	4	3	3	10	1	7	8	9	1 (equip. & media support serv. for LRC)
513	Illinois Valley	9	1	11	13	2	3	4	5	8	14	12	6	7	10 (art objects & cultural program)
514	Illinois Central	10	5	9	11	1	2	3	4	12	13	8	7	6	
515	Prairie State	2	12	11	10	7	5	9	8	4	13	1	3	6	
516	Kaskaskia	11	12	7	4	1	3	2	5	10	13	8	9	6	
517	Lake Land	11	10	9	6	1	5	3	2	13	12	8	4	7	
518	Carl Sandburg	9	11	12	10	7	6	3	4	5	13	8	2	1	
519	Highland														
520	Kankakee	9	11	8	14	1	3	13	2	7	12	10	6	5	4 (area-wide culture & fine arts center)
521	Rend Lake	1	6	2	9	8	3	7	6	5	12	11	10	4	13
522	Belleville	5	12	2	8	1	3	7	6	11	13	10	4	9	
523	Kishwaukee	11	9	6	2	1	3	4	5	12	13	7	8	10	
524	Moraine Valley	5	8	2	3	1	10	9	4	12	7	6	3	11	(high priority--free instruction for disadvantaged)
525	Joliet	1	12	7	6	5	2	8	4	11	13	9	10	3	
526	Lincoln Land	2	12	11	9	6	5	3	8	4	13	10	7	1	
527	Morton	1	11	9	10	7	2	4	3	8	13	5	6	12	
528	McHenry	5	8	7	10	1	2	3	9	12	14	6	11	13	4 (educational equipment)
529	Illinois Eastern	10	11	4	3	1	5	7	9	8	13	2	6	12	
530	John A. Logan	3	12	7	11	1	5	4	6	8	13	9	2	10	
531	Shawnee	7		5	6	4	3	2	1			8	9	10	
532	Lake County	10	12	6	9	1	7	3	2	11	13	5	4	8	
533	Southeastern	10	12	4	9	2	6	7	8	11	13	5	3	1	
534	Spoon River	6	9	7	11	2	3	10	1	12	13	8	5	4	
535	Oakton	11	2	10	9	6	8	7	5	4	3	12	14	13	1 (land)
536	Lewis and Clark	10	3	2	12	1	5	8	4	7	14	6	9	11	13 (increased staff, preserving landmark,
537	Decatur	4	5	1	9	3	2	10	11	12	13	8	7	6	14 inter-institutional development)

APPENDIX 6: FACULTY SURVEY STATEWIDE RESPONSE
(All figures are percentages unless otherwise indicated.)

ILLINOIS ECONOMIC & FISCAL COMMISSION
610 STATE OFFICE BUILDING
SPRINGFIELD 62706
217/525-5320

1. Name of your institution: N = 391

2. Do you teach at the college 94.6 full time?
5.1 part time?

3. How many years have you been teaching in the college?
UNDER 1 YR. 2.3 | 1-3 YR. 28.1 | 4-7 YR. 62.2 | 8-12 YR. 9.7 | OVER 12 YR. 5.6

4. What was your previous position?

37.3 secondary school instructor
5.4 junior college instructor
14.6 senior college instructor
2.1 business or industry
14.8 no previous employment
1.5 secondary school administrator
22.8 junior college administrator
1.3 senior college administrator
8.4 elementary school
11.5 other (specify) _____

5. A. What course(s) do you teach and how many sections of each? List.

1. OCCUPATIONAL 39.9
2. NON-OCCUPATIONAL 56.5
3. ADMIN. OTHER, BLANK 2.6

B. What non-teaching activities do you engage in?

1. COUNSELLING 12.1
2. PLACEMENT 1.9
3. CHAIRMAN 47.0
4. UNION/FACULTY 29.2
5. COMMUNITY 6.3
6. OTHER/PROFESSIONAL ORGANIZATIONAL 8.1

6. What is your rank or title? 1. PROFESSOR 5.1 2. ASSOCIATE PROF. 8.4 3. ASSISTANT PROF. 14.1 4. INSTRUCTOR, LECTURER 45.0 5. NO RANK IN SCHOOL 2.8

7. Was the formal orientation process you went through prior to first teaching at the junior college
30.2 non existent?
13.8 inadequate?
49.6 about right?
3.8 over done?

8. How many days of in-service training have you had in the last two years? (Fill in number of days):

63.7 Workshops or seminars run by your own college.
31.5 Workshops or seminars run by several junior colleges, or by a government agency.
38.9 Workshops, seminars, or regular courses run by a university or senior college.
17.4 Workshops, training sessions, or on-the-job refreshers in business or industry.

9. Faculty assignments to courses
Check the three which most nearly apply to developmental-remedial-preparatory courses:

_____ The most senior faculty are generally selected to teach them.
_____ The most junior faculty are generally selected.
✓GT Those who are particularly interested are selected.
_____ Those who have "always" taught them are selected.
_____ Those who volunteer because they need the money are selected.
✓GT Those with special training are selected.
_____ Those the dean or chairman doesn't like are selected.
_____ Those the dean or chairman does like are selected.
✓GT Those who have had past success in these courses are selected.
_____ Other (explain) _____

10. Mark with a "G" the three statements above which most nearly apply to General Ed ("Evening" "Adult") courses.

11. Mark with a "T" the three statements above which most nearly apply to transfer-baccalaureate courses.

13. If your campus received extra unearmarked money, what do you think it should be spent on? Rank the items from 1 (most important) to 14 (least important). (There should be no duplication of ranks; i.e., one number 1, one number 2, etc.)

5 scholarships
11 buildings
3 learning resources center (library)
4 baccalaureate transfer curriculum
1 occupational curriculum
2 remedial curriculum
7 other general/adult education courses
8 public and community service projects
10 improved public relations efforts
13 more parking lots
6 student counseling and guidance
9 in-service faculty training
12 institutional research
____ other (specify)_____

12. Rate the following statements on a scale of 1 to 4 where
1 means "strongly agree"
2 means "mildly agree"
3 means "mildly disagree"
4 means "strongly disagree"

1	2	3	4	
14.8	20.5	30.2	32.5	Faculty in my institution are not involved enough in decisions on which courses to give and in the development of new courses.
18.2	34.5	20.7	23.8	Faculty are involved sufficiently in overall long range planning of the institution.
12.8	25.8	31.7	24.0	Remedial education is carried on ineffectively in this institution.
3.8	6.9	11.8	75.7	Remedial courses do not belong in a community college.
15.9	24.6	28.4	27.9	Half or fewer of the students in the courses I teach have the basic learning skills necessary to do the work of the course.
39.9	28.1	19.7	11.0	Occupational education should be a top priority of the community college.
14.3	34.8	27.4	22.3	Most of our students receive adequate counseling as to what programs to enroll in and which courses to take.
17.1	51.9	15.6	3.1	Students who have "dropped out" of four-year institutions and entered this institution tend to do well here.
6.6	23.0	34.3	26.9	There is adequate articulation between the college and its "feeder" high schools regarding the remedial needs of students.
19.4	35.5	21.5	21.2	The administration is responsive to faculty and student needs.
50.1	37.1	3.8	0.8	Our occupational graduates are generally well trained.
7.2	17.9	30.4	41.7	Most of my classes are too large to be effective.
6.6	30.9	26.9	24.3	The college has an excellent placement system.
11.8	22.3	35.8	15.1	The college guidance system does a better job with baccalaureate students than occupational students.
7.2	17.4	41.2	28.1	I would rather teach full-time students than part-time students.
13.8	41.4	28.6	13.0	In nearly all the courses I teach, the students entered with the fundamental learning skills to do the work the course requires.

APPENDIX 7

FACULTY SURVEY RESPONSE

"Rate the statement: Occupational education should be a top priority of the community college."

Dist. No.	Name of Junior College	N	Strongly Agree	Mildly Agree	Mildly Disagree	Strongly Disagree	No Response
501	Kankakee	8	50.0	25.0	25.0	--	
502	DuPage	16	37.5	25.0	18.8	18.8	
503	Black Hawk Main	8	25.0	12.5	37.5	25.0	
503	Black Hawk East	13	30.7	38.4	23.0	7.6	
504	Triton	19	47.4	21.1	21.1	5.3	5.3
505	Parkland	9	55.6	33.3	0.0	11.1	
506	Sauk Valley	6	33.3	16.6	33.3	--	16.6
507	Danville	12	58.3	25.0	8.3	--	8.3
508	Kennedy-King	9	22.2	22.2	44.4	11.1	
508	Loop College	14	21.4	28.5	7.1	42.8	
508	Malcolm X	--	--	--	--	--	
508	Mayfair	7	14.3	28.6	28.6	28.6	
508	Olive-Harvey	12	25.0	25.0	25.0	25.0	
508	Southwest	5	--	60.0	20.0	20.0	
508	Wilbur Wright	15	20.0	26.7	40.0	13.3	
509	Elgin	9	33.3	44.4	--	22.2	
510	Thornton	8	75.0	12.5	--	12.5	
511	Rock Valley	14	42.9	28.6	28.6	--	
512	William R. Harper	12	25.0	50.0	16.7	8.3	
513	Illinois Valley	7	57.1	--	42.9	--	
514	Illinois Central	9	44.4	33.3	22.2	--	
515	Prairie State	7	57.1	28.6	14.3	--	
516	Waubonsee	6	33.3	16.7	16.7	33.3	
517	Lake Land	9	66.7	33.3	--	--	
518	Carl Sandburg	11	27.3	18.2	36.4	9.1	9.1
519	Highland	10	40.0	10.0	30.0	20.0	
520	Kankakee	9	77.8	22.2	--	--	
521	Rend Lake	8	37.5	25.0	25.0	12.5	
522	Belleville	11	27.3	36.4	36.4	--	
523	Kishwaukee	8	50.0	37.5	12.5	--	
524	Moraine Valley	7	14.3	57.1	28.6	--	
525	Joliet	6	16.6	33.3	16.6	33.3	
526	Lincoln Land	9	77.7	--	--	22.3	
527	Morton	5	20.0	60.0	--	20.0	
528	McHenry	8	62.5	25.0	12.5	--	
529	Lincoln Trail	9	44.4	33.3	22.2	--	
529	Olney Central	9	44.4	33.3	22.2	--	
529	Wabash Valley	5	60.0	20.0	--	20.0	
530	John A. Logan	5	60.0	20.0	20.0	--	
531	Shawnee	11	45.5	45.5	9.1	--	
532	Lake County	7	28.6	42.9	28.6	--	
533	Southeastern	7	71.4	--	14.3	14.3	
534	Spoon River	9	44.4	44.4	--	11.1	
535	Oakton	8	25.0	25.0	25.0	25.0	
536	Lewis & Clark	11	36.2	19.1	18.1	18.1	
601	SCC E. St. Louis	5	40.0	40.0	--	20.0	

APPENDIX 8

STUDENT SURVEY STATEWIDE RESPONSE
(1769 Respondents)

FIELD SURVEY OF STUDENTS

1. Background data

Age: 16-25 84.0 (1); 26-35 12.5 (2); 36-50 3.0 (3); 51 or over .3 (4).

Race: Black 20.0 (1); White 75.5 (2); Spanish descent 1.3 (3); Other 1.4 (4).

Sex: Female 44.5 (1); Male 52.5 (2).

Program: 53.1 30.9 11.8 (Bacc = 1, Occ = 2, Gen Ed = 3) Major : _____ (e.g., Nursing, History)

Full time: 77.7 (1); Part time 20.8 (2) (less than 12 units)

Mostly day: 74.1 (1 = 7am-4:59pm); mostly evening: 19.7 (2 = 5pm-6:59am).

Total number of quarters/semesters (circle which one) in attendance at this college _____ (incl. current)

2. How long does it take you to get from home (or work) to class?

Up to 15 minutes 38.7 (1); 15 to 30 minutes 42.6 (2);

30 to 60 minutes 15.5 (3); More than an hour 2.7 (4).

3. When you first enrolled in this college, were you placed in the program of your first choice? Yes 84.3 (1); No 13.8.

(If "no") why not? Not enough room 6.7 (2); I felt I wasn't qualified 1.2 (3).

Counselor said I wasn't qualified 1.5 (4); Other 4.4 (5).

Comments? _____

_____

_____

If you were not placed in the program of your first choice, were you satisfied with the program in which you were placed? Yes 8.0 (6); No 4.8 (7)

Comments? _____

_____

4. What are the three most important reasons you chose this particular college? (Please check only 3 items, using the following code: 1=most important, 2=next most important; 3=third most important.)

a. 77.7 Low cost.

b. 73.5 Close to home.

c. 42.0 The particular courses I wanted were offered here.

d. 28.1 I hope to get my grades up and enter a four-year school.

e. 8.2 Lots of my friends are here.

f. 2.6 A staff member of this college told me about it.

g. 2.5 Athletic program.

h. 2.5 Other extra curricular activities.

i. 7.9 The advice of a high school teacher or counselor.

j. 9.7 It's the only school in the area.

k. 5.4 I don't know what else to do; I don't really know why.

l. 3.7 It's the only school I could get into because my grades were low.

m. 1.9 It's the only school I could get into because other schools were full.

n. 15.8 Other (please specify): _____.

5. What are your educational objectives at this institution? (Please check as many as apply.)

a. 49.1 Earn an AA degree and transfer to a four-year school.

b. 13.8 Complete two years and transfer without an AA degree.

c. 10.1 Transfer before completing two years.

d. 13.7 Earn an AA degree only.

e. 8.3 Earn a vocational certificate only.

f. 27.4 Take a group of courses to prepare for an occupation.

g. 10.8 Take a few courses to improve my skills in my present occupation.

h. 19.8 Take a few courses for personal enjoyment and enrichment.

i. 5.7 Make up high school deficiencies.

j. ____ Other (please specify): _____.

6. Are you satisfied with the progress you have been able to make toward meeting your educational objectives? Yes 71.6 (1); No 26.4.

(If "no") why not?

4.4 (2) Can't get the courses I need.

1.1 (3) Classes move too slowly.

13.5 (4) Haven't been able to give enough time to studies.

7.4 (5) Other _____.

7. Do teachers and counselors treat baccalaureate transfer students and occupational students the same? Yes 78.1 (1); No 7.6.

(If "no") what is the difference?

3.1 (2) Baccalaureate students receive more consideration and respect.

1.6 (3) Occupational students receive more consideration and respect.

2.9 (4) Other _____.

8. Is there an orientation program for new students? Yes _____ (1); No _____ (2); Don't know _____ (3). (DATA CODING ERROR)

(If "yes") did you participate? Yes _____; No _____.

(If "yes") was it worthwhile: _____ (4) very worthwhile

_____ (5) of some value

_____ (6) a waste of time

If there was an orientation but you did not attend, why not?

_____ (7) didn't know about it in time

_____ (8) time conflict

_____ (9) didn't think it would be worthwhile

_____ (0) other _____

9. Below is a list of problems college students sometimes have. In the first column, please check each problem for which you have at some time needed help. Where you have checked a problem, indicate in the second column if you talked to a counselor (not a faculty advisor) about that problem. Check the last column only if you feel the counselor was helpful with that problem.

	A Needed Help	B Talked to Counselor	C Counselor Was Helpful
a. The meaning of my test scores	17.6	10.2	7.2
b. Improving my grades	24.7	10.9	6.9
c. Changing my major	23.6	19.3	14.2
d. Changing my occupational plans	12.3	9.2	6.1
e. Improving my study habits	23.0	7.3	5.2
f. Staying in school	21.8	17.0	14.6
g. Getting off academic probation	6.1	3.8	2.4
h. Selecting good classes	47.1	38.5	29.7
i. Selecting good instructors	23.7	12.8	9.2
j. Selecting a transfer college	22.3	15.5	10.2
k. Future educational plans	26.7	18.4	13.5
l. Personal or social problems	13.0	6.5	5.1
m. Problems with family	8.0	3.3	2.2
n. Understanding myself better	11.8	5.4	3.9
o. Understanding the rules and procedure of the college	11.0	7.6	5.5
p. Obtaining employment while in college	22.8	14.5	10.9
q. Finding employment after finishing my studies	7.7	3.7	2.3
r. Obtaining financial aid	28.3	20.1	15.4

A = Percent of 1769 students surveyed who indicated they needed help to solve problem.

B = Percent of 1769 students who indicated they saw a counselor about problem.

C = Percent of 1769 students who indicated they were helped by counselor.

10. Do you use the campus library? Yes 74.6; No 25.3

(If "yes") about how many times per quarter/semester? ____

(If "yes") are you satisfied with the

study space available? Yes 67.1 (1); No 7.5 (2)

quantity and quality of materials? Yes 54.7 (3); No 17.4 (4)

hours that it's open? Yes 62.6 (5); No 8.7 (6)

If you don't use the library, why not?

Courses don't require library research 9.6 (7)

It's not open at convenient times 1.0 (8)

I've tried but can't find what I need 1.2 (9)

Other _____ 13.5 (0)

11. If your campus were to receive extra unearmarked money, how do you think it should be spent? Rank your top three priorities from 1 (most important) to 3 (least important).

a. 52.2 Scholarships

b. 36.0 Buildings

c. 26.0 Learning resources center or library

d. 14.6 Baccalaureate transfer curriculum

e. 20.2 Occupational curriculum

f. 3.8 Remedial curriculum

g. 11.2 Other general/adult education courses

h. 11.0 Public and community service projects

i. 10.1 Increased information to community as to opportunities and activities

j. 15.5 More parking lots

k. 17.3 Student counseling and guidance

l. 4.7 In-service faculty training

m. 21.1 Research aimed at improving instruction

n. 12.8 Other (specify) _____

APPENDIX 9

RATIOS OF BACCALAUREATE TO OCCUPATIONAL CREDIT HOURS AND INSTRUCTIONAL EXPENDITURE, 1970-71

Dist. No.	Name of Junior College	Bacc/Occ Credit Hrs.	Bacc/Occ Instr. Expend.
501	Kaskaskia	4.13-1	1.84-1
502	DuPage	3.61-1	3.31-1
503	Black Hawk - Moline	2.29-1	1.82-1
503	Black Hawk East	2.02-1	1.46-1
504	Triton	1.96-1	1.47-1
505	Parkland	1.81-1	1.30-1
506	Sauk Valley	1.74-1	1.39-1
507	Danville	1.64-1	1.03-1
508	Chicago City		
	Mayfair	3.83-1	3.08-1
	Kennedy-King	2.35-1	2.06-1
	Loop	1.90-1	1.66-1
	Malcolm X	2.82-1	1.95-1
	Olive-Harvey	3.30-1	2.64-1
	Southwest	2.70-1	2.52-1
	TV College	5.25-1	2.96-1
	Wilbur Wright	3.07-1	2.85-1
509	Elgin	1.99-1	1.34-1
510	Thornton	3.22-1	2.49-1
511	Rock Valley	2.74-1	2.03-1
512	Wm. R. Harper	2.56-1	1.98-1
513	Illinois Valley	5.41-1	4.11-1
514	Illinois Central	1.56-1	1.26-1
515	Prairie State	2.36-1	1.69-1
516	Waubonsee	4.37-1	2.58-1
517	Lake Land	2.21-1	1.65-1
518	Carl Sandburg	1.00-1	0.82-1
519	Highland	2.79-1	2.12-1
520	Kankakee	2.26-1	1.15-1
521	Rend Lake	2.62-1	2.00-1
522	Belleville	2.41-1	1.27-1
523	Kishwaukee	2.19-1	1.50-1
524	Moraine Valley	8.26-1	4.65-1
525	Joliet	2.27-1	2.03-1
526	Lincoln Land	5.71-1	2.96-1
527	Morton	2.65-1	2.83-1
528	McHenry	3.09-1	2.24-1
529	Illinois Eastern Colleges		
	Lincoln Trail	3.31-1	2.55-1
	Olney Central	4.59-1	2.71-1
	Wabash Valley	2.35-1	1.63-1
530	John A. Logan	4.51-1	3.48-1
531	Shawnee	2.99-1	2.33-1
532	Lake County	3.30-1	2.24-1
533	Southeastern	2.16-1	1.45-1
534	Spoon River	2.83-1	1.76-1
535	Oakton	13.45-1	9.59-1
536	Lewis and Clark		
537	Decatur		
601	SCC East St. Louis	3.08-1	2.45-1
	Totals	2.67-1	2.06-1

APPENDIX 10

PERCENTAGE OF HEADCOUNT ENROLLMENT IN OCCUPATIONAL PROGRAMS, FALL 1972

Dist. No.	Junior College	Percent	Enrollment in Occupational Programs	Total Enrollment
501	Kaskaskia	44	673	1,517
502	DuPage	25	2,381	9,342
503	Black Hawk -	48	2,030	4,192
	Black Hawk East	42	238	564
504	Triton	40	4,443	11,095
505	Parkland	45	1,875	4,194
506	Sauk Valley	49	848	1,726
507	Danville	38	935	2,467
508	Chicago City			
	Mayfair	26	990	3,779
	Kennedy-King	64	5,027	7,864
	Loop	47	4,891	10,402
	Malcolm X	17	1,151	6,931
	Olive-Harvey	46	2,066	4,468
	Southwest	62	3,210	5,165
	TV College	..	..	..
	Wilbur Wright	12	930	8,081
509	Elgin	35	1,437	4,075
510	Thornton	19	1,179	6,054
511	Rock Valley	32	2,005	6,332
512	Wm. R. Harper	35	3,379	9,614
513	Illinois Valley	32	904	2,821
514	Illinois Central	46	4,179	9,113
515	Prairie State	43	1,772	4,122
516	Waubonsee	30	1,420	4,756
517	Lake Land	33	908	2,713
518	Carl Sandburg	46	602	1,300
519	Highland	12	458	3,870
520	Kankakee	26	879	3,390
521	Rend Lake	25	285	1,157
522	Belleville	20	1,287	6,541
523	Kishwaukee	41	705	1,712
524	Moraine Valley	45	2,010	4,462
525	Joliet	46	2,039	4,391
526	Lincoln Land	26	1,106	4,235
527	Morton	46	1,022	2,244
528	McHenry	32	612	1,886
529	Illinois Eastern Colleges			
	Lincoln Trail	39	328	842
	Olney Central	31	787	2,504
	Wabash Valley	25	338	1,368
530	John A. Logan	31	467	1,483
531	Shawnee	51	412	812
532	Lake County	43	2,174	5,055
533	Southeastern	25	312	1,243
534	Spoon River	24	261	1,099
535	Oakton	26	847	3,307
536	Lewis and Clark	40	1,043	2,579
537	Decatur	26	294	1,120
601	SCC East St.Louis	19	535	2,762
	Totals	35	67,674	190,749

Source: IJCB Enrollment Report, December 6, 1972.

APPENDIX 11

COURSE RETENTION RATES, 1971-72

(Percentage of students receiving a grade indicating completion of the course)

Dist. No.	Name of Junior College	Overall	Occup.	Bacc.	Remed.	Other
501	Kaskaskia	90	--	--	--	--
502	DuPage	97	85	95	74	90
503	Black Hawk	87(A)	85(A)	88(A)	45	90(A)
	Black Hawk East	90(A)	88(A)	88(A)	95(A)	85(A)
504	Triton	98.6(A)	--	--	--	--
505	Parkland	77	80(A)	75(A)	74	75(A)
506	Sauk Valley	97.6	99.4	98.1	100	--
507	Danville	83	88	82	75	70
508	Chicago City	68	61	67	55	71
	Mayfair	78.3	--	--	83.1	--
	Kennedy-King	75.8(C)	72.5(C)	79.1(C)	61.0(C)	67.0(C)
	Loop	66	62	79	92	91
	Malcolm X	--	--	--	--	--
	Olive-Harvey	66.7(B)	66.7(B)	66.7(B)	66.7(B)	66.7(B)
	Southwest	67	67	65	57	--
	Wilbur Wright	79.6	80	80	75	75
509	Elgin	95(B)	--	--	--	--
510	Thornton	90(C)	91(C)	89(C)	85(C)	85(C)
511	Rock Valley	90	90	90	84	--
512	Wm. Rainey Harper	--	--	--	--	--
513	Illinois Valley	87.5	92.8	84.4	79.9	92.5
514	Illinois Central	88.6	89.4	86.9	90.8	92.8
515	Prairie State	74(C)	79(C)	70(C)	--	--
516	Waubonsee	92(C)	86(C)	92(C)	70(C)	95(C)
517	Lake Land	87	88	87	69	87
518	Carl Sandburg	85	88	81	82	93
519	Highland	--	--	--	--	--
520	Kankakee	91	--	--	--	--
521	Rend Lake	66	82	57	83	0
522	Belleville	83	83	80	86	86
523	Kishwaukee	78	90	70	80	75
524	Moraine Valley	88	87	88	89	80
525	Joliet	94.5	--	--	--	--
526	Lincoln Land	--	--	--	--	--
527	Morton	--	--	--	--	--
528	McHenry	--	--	--	--	--
529	Illinois Eastern	90	90	95	97	95
530	John A. Logan	--	--	--	--	--
531	Shawnee	88.4	88.7	88.2	88.5	87.9
532	Lake County	90(B)	93(B)	89(B)	88(B)	90(B)
533	Southeastern	77.5	69.0	78.0	41.3	37
534	Spoon River	87	95	80	80	75
535	Oakton	84	88	82	--	--
536	Lewis and Clark	87.5	--	--	--	--
537	Decatur	--	--	--	--	--
601	SCC East St. Louis	58	71	56	40	0

A Chief instructional administrator's estimate.
B Chief instructional administrator's rough estimate.
C Chief instructional administrator apparently reported non-completion percentage rather than completion percentage. We have included the residual rather than the reported percentage.

APPENDIX 12

PERCENT OF OCCUPATIONAL COURSES BY MANPOWER PRIORITY, FY 1972

		%A	%B	%C	%D	%Other	Total Courses
501	Kaskaskia	64.9	15.7	4.7	14.9		108
502	DuPage	25.6	17.9	20.2		36.3	
503	Black Hawk	25.2	27.9	22.8	2.7	21.4	373
504	Triton	41.4	16.5	38.2	0.0	4.0	621
505	Parkland	44.1	13.9	32.2	7.9	1.9	583
506	Sauk Valley	43.5	21.8	20.4	11.4	2.8	221
507	Danville	22.4	21.3	47.9	5.6	3.0	343
508	Chicago City						
	Mayfair	50.0		21.0		28.9	76
	Kennedy-King	43.3	10.2	29.1		17.3	196
	Loop	23.9	27.2	27.2		21.6	213
	Malcolm X	61.1	2.6	11.8	16.2	8.3	229
	Olive-Harvey	49.3	29.3	10.0		11.5	140
	Southwest	29.5	12.5	38.4	5.4	14.3	112
	TV College	50.0				50.0	2
	Wilbur Wright	48.9	28.9	19.3	3.0		135
509	Elgin	32.4	37.9	27.8		2.0	256
510	Thornton	36.8	24.2	30.1	5.2	3.5	285
511	Rock Valley	44.3	34.4	11.6	1.3	8.2	302
512	Wm. Rainey Harper	48.1	21.3	24.6	5.1	4.0	272
513	Illinois Valley	29.8	40.7	16.6	0.9	11.8	211
514	Illinois Central	33.4	28.8	22.8	5.3	9.8	396
515	Prairie State	36.5	20.6	32.9	3.9	6.3	335
516	Waubonsee	45.3	32.3	8.0	0.0	14.3	161
517	Lake Land	32.1	19.9	19.9	11.8	16.6	392
518	Carl Sandburg	55.2	19.9	21.8	0.8	2.3	381
519	Highland	27.5	20.4	43.4	8.8		226
520	Kankakee	52.7	28.3	7.2	6.8	4.9	222
521	Rend Lake	44.4	28.3	15.1	12.1		99
522	Belleville	54.9	8.1	34.8	2.4		337
523	Kishwaukee	33.3	17.8	37.7	11.1		207
524	Moraine Valley	34.9	21.8	32.0	3.4	7.8	375
525	Joliet	38.5	26.4	27.6	6.6	0.7	257
526	Lincoln Land	51.7	9.7	20.3	7.8	10.7	207
527	Morton	55.8	15.7	18.6		9.9	172
528	McHenry	40.7	21.5	34.0		3.7	135
529	Illinois Eastern						
	Lincoln Trail	32.7	33.3	23.9	6.6	3.3	180
	Olney Central	42.0	34.2	20.0	.7	2.9	269
	Wabash Valley	17.1	33.7	34.8	8.3	6.2	339
530	John A. Logan	47.2	20.4	21.8	6.7	4.1	299
531	Shawnee	43.1	11.3	24.1	10.8	10.8	195
532	Lake County	44.6	30.9	17.1	2.4	4.9	204
533	Southeastern	43.7	8.1	41.5	5.9	0.7	135
534	Spoon River	56.7	15.0	20.9	7.5		120
535	Oakton	79.0	12.9	8.0			62
536	Lewis and Clark	34.6	39.0	12.5	2.2	11.8	136
601	SCC East St. Louis	62.7	34.7	2.6			231

APPENDIX 13

PERCENT OF OCCUPATIONAL ENROLLMENT BY MANPOWER PRIORITY, FY 1972

		%A	%B	%C	%D	%Other	Total Enroll.in Courses
501	Kaskaskia	82.5	9.8	2.0	5.8		2134
502	DuPage	32.7	18.4	14.9		34.2	15027
503	Black Hawk	42.0	25.5	23.2	3.6	5.8	6297
504	Triton	52.8	19.5	25.9		1.9	12421
505	Parkland	51.4	13.9	24.2	9.2	1.4	6775
506	Sauk Valley	54.3	17.0	17.1	10.6	1.1	3330
507	Danville	31.3	22.2	39.5	3.7	3.5	4123
508	Chicago City						
	Mayfair	47.8		18.0		34.3	3803
	Kennedy-King	40.7	13.7	31.6		14.1	8412
	Loop	11.8	54.1	15.8		18.4	11395
	Malcolm X	49.0	2.0	9.9	28.4	10.8	12522
	Olive-Harvey	38.2	37.9	12.9		11.1	5236
	Southwest	31.0	9.7	34.7	2.1	22.6	5166
	TV College	51.4				48.7	401
	Wilbur Wright	55.3	20.1	23.5	1.2		6498
509	Elgin	41.9	32.5	24.1		1.5	3872
510	Thornton	44.5	29.0	21.1	4.5	1.3	4614
511	Rock Valley	50.6	37.0	6.2	0.7	5.5	6916
512	Wm. Rainey Harper	54.7	17.1	20.3	5.9	1.9	9082
513	Illinois Valley	44.9	36.4	10.3	0.7	7.9	2615
514	Illinois Central	39.2	21.5	19.5	2.7	17.4	11336
515	Prairie State	43.1	20.3	31.1	2.4	3.3	6186
516	Waubonsee	45.3	35.7	9.1		10.0	3814
517	Lake Land	38.6	20.2	22.0	10.5	8.9	6792
518	Carl Sandubrg	51.6	15.4	13.2	0.7	1.9	5783
519	Highland	31.1	11.1	49.6	8.3		1981
520	Kankakee	58.4	29.0	5.2	3.2	4.4	3877
521	Rend Lake	49.4	25.0	12.9	12.9		1525
522	Belleville	69.1	8.6	21.6	0.7		7888
523	Kishwaukee	34.9	20.9	32.8	11.6		2858
524	Moraine Valley	47.9	17.1	25.5	2.1	7.4	6880
525	Joliet	45.4	26.8	20.6	6.3	1.1	4142
526	Lincoln Land	56.1	10.2	18.1	4.6	11.2	4558
527	Morton	61.0	13.3	22.3		3.4	2477
528	McHenry	51.3	17.1	29.8		2.0	1139
529	Illinois Eastern						
	Lincoln Trail	34.9	33.0	18.0	4.3	1.0	1425
	Olney Central	47.6	32.8	10.3	1.2	8.2	3214
	Wabash Valley	29.2	37.8	24.0	3.3	5.8	3207
530	John A. Logan	49.1	23.6	17.0	7.9	2.6	3441
531	Shawnee	54.7	11.7	23.2	5.3	5.3	1770
532	Lake County	41.7	30.3	24.2	0.8	3.2	4742
533	Southeastern	53.0	8.8	34.8	3.0	0.6	1745
534	Spoon River	52.1	13.8	26.4	7.7		1584
535	Oakton	79.9	11.7	8.6			1350
536	Lewis and Clark	31.3	47.5	7.9	0.9	12.5	3650
601	SCC East St. Louis	65.8	31.4	2.9			3738

APPENDIX 14

PERCENT OF OCCUPATIONAL CREDIT HOURS GENERATED BY MANPOWER PRIORITY

		%A	%B	%C	%D	%Other	Total Courses
501	Kaskaskia	78.3	14.8	2.0	5.0		9600
502	DuPage	29.2	23.6	12.1		33.9	70895
503	Black Hawk	29.5	33.0	24.5	2.2	11.0	33787
504	Triton	73.2	8.5	17.7		.6	109582
505	Parkland	42.3	11.2	39.1	6.4	1.0	39732
506	Sauk Valley	62.0	13.7	14.1	9.4	0.9	12083
507	Danville	33.5	39.3	24.0	1.2	2.2	41172
508	Chicago City						
	Mayfair	49.8		29.2		21.0	14514
	Kennedy-King	41.5	13.6	29.9		15.1	24371
	Loop	11.9	56.8	14.0		17.4	33921
	Malcolm X	50.1	2.0	9.5	27.3	10.9	36621
	Olive-Harvey	36.6	32.7	20.2		10.5	21731
	Southwest	31.0	8.7	39.9	1.8	18.6	18561
	TV College	51.4				48.7	1203
	Wilbur Wright	54.2	21.9	22.7	1.2		19969
509	Elgin	27.4	29.2	39.0		4.4	45586
510	Thornton	45.8	26.5	23.4	3.4	0.9	15675
511	Rock Valley	44.3	35.6	11.9	0.3	7.9	42986
512	Wm. Rainey Harper	49.3	10.0	36.8	3.0	0.9	51454
513	Illinois Valley	36.9	45.0	13.1	0.4	4.5	10790
514	Illinois Central	47.5	20.0	20.7	2.3	9.8	58560
515	Prairie State	33.6	26.1	37.5	1.3	1.7	36206
516	Waubonsee	23.7	41.6	12.2		22.7	28337
517	Lake Land	35.2	21.4	29.6	7.6	6.3	37221
518	Carl Sandburg	62.9	14.1	19.3	2.6	1.0	35685
519	Highland	28.4	16.0	52.3	3.3		15561
520	Kankakee	46.9	33.7	14.5	1.4	3.7	32955
521	Rend Lake	47.3	36.3	7.5	8.9		9471
522	Belleville	73.0	17.4	9.2	0.3		62190
523	Kishwaukee	38.2	20.0	31.4	10.6		9233
524	Moraine Valley	23.0	9.5	52.4	3.0	12.1	67717
525	Joliet	45.0	26.5	21.2	6.5	1.0	13581
526	Lincoln Land	52.1	15.4	20.5	4.0	8.1	21884
527	Morton	76.4	6.4	15.9		1.5	18349
528	McHenry	24.4	22.4	51.9		1.4	11051
529	Illinois Eastern						
	Lincoln Trail	36.9	34.0	16.6	4.4	8.1	5230
	Olney Central	54.0	32.1	7.3	1.1	5.6	14062
	Wabash Valley	30.5	34.9	25.5	3.3	5.9	12608
530	John A. Logan	45.2	25.9	16.1	8.0	4.9	48510
531	Shawnee	48.6	18.9	23.6	4.3	4.7	7689
532	Lake County	44.8	32.8	10.3	0.3	11.8	31408
533	Southeastern	46.8	6.0	39.9	6.1	1.3	22231
534	Spoon River	49.5	10.0	30.3	10.2		6715
535	Oakton	80.7	12.2	7.2			3864
536	Lewis and Clark	32.9	45.5	7.8	0.9	13.0	10206
601	SCC East St. Louis	65.7	31.8	2.6			15169

APPENDIX 15

REPORTED FOLLOW UP ON OCCUPATIONAL STUDENTS FOR FY 1972

Dist. No.	Junior College	Total Occup. Students (Unduplicated)[1]	AAS and Certificates Awarded[2]	% Formal Completion	Known To Be Continuing Education At Higher Level[3]	Known Employed Full-Time in Trained or Related Field[3]
501	Kaskaskia	357	109	30.5%	4	122
502	DuPage	2836	408	14.4%	..	..
503	Black Hawk (1366-12.5)	1213	171	14.1%	42	278
	Black Hawk East	153	52	34.0%	..	..
504	Triton	5466	425	7.7%	27	225
505	Parkland	2031	269	13.2%	22	184
506	Sauk Valley	615	145	23.5%	16	125
507	Danville	1342	157	11.7%	16	89
508	Chicago City	(30067)	..	(3.9%)	..	..
	Mayfair	704	82	11.6%	8	88
	Kennedy-King	4816	85	1.8%	79	202
	Loop	9228	170	1.8%	298	3054
	Malcolm X	3013	121	4.0%	36	81
	Olive-Harvey	3012	240	8.0%	44	55
	Southwest	6551	29	0.4%	..	107
	TV College	1321	..	..	..	..
	Wilbur Wright	1422	452	31.8%	273	129
509	Elgin	2245	146	6.5%	19	169
510	Thornton	1850	155	8.3%	34	250
511	Rock Valley	1335	324	24.2%	8	194
512	Wm. R. Harper	2325	297	12.7%	60	221
513	Illinois Valley	1037	103	9.9%	5	45
514	Illinois Central	5893	342	5.8%	49	367
515	Prairie State	1742	165	9.4%	14	168
516	Waubonsee	1228	104	8.4%	6	22
517	Lake Land	995	306	30.7%	22	249
518	Carl Sandburg	646	187	28.9%	6	160
519	Highland	772	54	7.0%	38	81
520	Kankakee	1094	155	14.1%	28	91
521	Rend Lake	2332	96	4.0%	4	97
522	Belleville	2890	339	11.7%	12	463
523	Kishwaukee	314	78	24.8%	..	..
524	Moraine Valley	994	112	11.2%	2	67
525	Joliet	1483	150	10.1%	..	..
526	Lincoln Land	968	52	5.3%	1	25
527	Morton	1187	154	12.9%	24	51
528	McHenry	717	27	3.7%	3	42
529	Illinois Eastern Colleges	(1374)	..	(22.1)	10	92
	Lincoln Trail	246	38	15.4%	..	..
	Olney Central	734	145	19.8%	..	..
	Wabash Valley	394	121	30.8%	..	..
530	John A. Logan	1863	63	3.4%	1	44
531	Shawnee	560	200	35.7%	3	45
532	Lake County	1865	160	8.5%	7	138
533	Southeastern	1149	79	6.8%	..	..
534	Spoon River	222	97	43.7%	24	103
535	Oakton	228	86	37.7%	1	6
536	Lewis and Clark	494	54	10.9%	..	..
537	Decatur	..	..	..	..	..
601	SCC East St. Louis	1286	13	1.0%	..	..
Occupational Headcount Total		85168	7317	8.6%	1246	7929

1 Figures from the Division of Vocational and Technical Education.
2 From the records of the Illinois Board of Higher Education.
3 Figures include students who did not formally complete their programs. Figures from the unaudited VE-22 Forms of the Division of Vocational and Technical Education.

APPENDIX 16

PERFORMANCE OF JUNIOR COLLEGE GRADUATES
DEPARTMENT OF REGISTRATION & EDUCATION LICENSE TESTS*

LICENSED PRACTICAL NURSES

Dist. No.	Name of Junior College	First Testing May,1971-Aug.1972** Total	Fail	% Fail	Subsequent Testing May,1971-Aug.1972** Total	Fail	% Fail
501	Kaskaskia	19	--	0%	0	--	--
503	Black Hawk - Moline	108	12	11%	0	--	--
504	Triton	125	10	8%	21	13	62%
506	Sauk Valley	34	2	6%	2	1	50%
507	Danville	52	2	4%	0	--	--
510	Thornton	56	--	0%	0	--	--
514	Illinois Central	67	--	0%	3	2	67%
517	Lake Land	40	--	0%	1	--	0%
518	Carl Sandburg	116	1	1%	0	--	--
520	Kankakee	72	5	7%	8	2	25%
521	Rend Lake	42	1	2%	1	--	0%
529	Illinois Eastern College Wabash Valley	57	2	4%	1	--	0%
531	Shawnee	30	1	3%	1	--	0%
532	Lake County	37	3	8%	0	--	--
533	Southeastern	82	6	7%	5	2	40%
534	Spoon River	38	3	8%	0	--	--
535	Oakton	71	5	7%	12	5	42%
601	SCC East St.Louis	85	27	32%	36	16	44%

*A passing score in Illinois is 350. According to officials of R&E a cut-off point is well below the cut-off point used by a number of other states. For example, in California a passing score is over 500.

**Test given eight times during that period.

APPENDIX 17

PERFORMANCE OF JUNIOR COLLEGE GRADUATES
DEPARTMENT OF REGISTRATION & EDUCATION LICENSE TESTS

REGISTERED NURSES

Dist. No.	Name of Junior College	First Testing January - September 1972* Total	Fail	% Fail	Subsequent Testing January - September 1972* Total	Fail	% Fail
501	Kaskaskia	5	3	60%	4	0	0%
502	DuPage	47	1	2%	5	2	40%
503	Black Hawk	37	15	41%	13	5	39%
504	Triton	53	2	4%	5	1	20%
505	Parkland	34	7	21%	5	1	20%
506	Sauk Valley	25	5	20%	4	2	50%
508	Chicago City						
	Mayfair	59	10	17%	26	11	42%
	Kennedy-King	33	18	55%			
	Malcolm X	53	27	51%	23	10	44%
	Olive-Harvey	51	12	24%			
509	Elgin	13	3	23%	2	1	50%
510	Thornton	70	21	30%	10	4	40%
511	Rock Valley	1	0	0%			
512	William Rainey Harper	20	3	15%	12	5	42%
513	Illinois Valley	27	4	15%	9	5	56%
514	Illinois Central	44	8	18%	2	0	0%
515	Prairie State	47	14	30%	14	5	36%
516	Waubonsee	30	1	3%			
518	Carl Sandburg	8	3	36%	1	1	100%
520	Kankakee	16	8	50%	8	4	50%
522	Belleville	52	7	14%	8	5	63%
525	Joliet	11	0	0%			
527	Morton	38	9	24%	9	3	33%
529	Illinois Eastern						
	Olney Central	41	20	49%	9	5	56%
532	Lake County	23	7	31%	7	3	43%

* Test given four times during that period.

APPENDIX 18

PLACEMENT SERVICES 1971-72
(Responses to Economic and Fiscal Commission's Administrative Survey)

		Full-Time Students		Part-Time Students		Employer Visits to Campus
		Registered	Placed	Registered	Placed	
501	Kaskaskia	100	75	30	20	10
502	DuPage					
503	Black Hawk	NA	NA	NA	NA	13
	Black Hawk East	70(B)	50(B)	30(B)	20(B)	20(B)
504	Triton	NA	NA	NA	NA	60
505	Parkland	200(A)	100(A)	20	10	20(A)
506	Sauk Valley	165	140	250	NA	12
507	Danville		100		25	22
508	Chicago City					
	Mayfair	292	22	67	7	36
	Kennedy-King					
	Loop	225	15		20	25(approx)
	Malcolm X	50	30	150	0	35
	Olive-Harvey	35	0	0	0	30
	Southwest	150	25	75	20	15
	Wilbur Wright	911	595	123	--	10
509	Elgin	NA	NA	NA	NA	50(approx)
510	Thornton					
511	Rock Valley	200	80%	800	NA	100+
512	Wm. Rainey Harper	125	100	400	200	20
513	Illinois Valley	230	58	56	100	5
514	Illinois Central	650	NA		NA	7
515	Prairie State	NA	NA	NA	NA	Few
516	Waubonsee	250	125	--	5	4
517	Lake Land	174	175	10(B)	4(B)	6
518	Carl Sandburg	40	24			9
519	Highland	NA	NA	NA	NA	3
520	Kankakee	10	NA	NA	NA	3
521	Rend Lake	155	126	48	25	16
522	Belleville	430	238	70	12	34
523	Kishwaukee	15	10	--	--	2
524	Moraine Valley	35	25	250	175	19
525	Joliet	120		--		8
526	Lincoln Land	12	2	1	--	0
527	Morton	51	42	490	386	22
528	McHenry	20	5	50	20	0
529	Illinois Eastern	221	158	6	6	22
530	John A. Logan	52	16			1
531	Shawnee	NA	NA	NA	NA	NA
532	Lake County	4	4	40	40	25
533	Southeastern	55	68	3	6	3
534	Spoon River	80	0	5	0	2
535	Oakton		11			35
536	Lewis and Clark					0
537	Decatur	NA	NA			NA
601	SCC East St. Louis	4	5	0	0	1

A Placement officer's estimate.
B Placement officer's rough estimate.

APPENDIX 19

FACULTY SURVEY RESPONSE

"Rate the statement: The college has an excellent placement system."

Dist. No.	Name of Junior College	N	Strongly Agree	Mildly Agree	Mildly Disagree	Strongly Disagree	No Response
501	Kaskaskia	8	--	50.0	12.5	25.0	12.5
502	DuPage	16	25.0	43.8	12.5	18.8	--
503	Black Hawk Main	8	--	37.5	25.0	12.5	25.0
503	Black Hawk East	12	--	30.4	15.2	--	15.2
504	Triton	19	15.8	31.6	26.3	15.8	10.5
505	Parkland	9	--	22.2	33.3	22.2	22.2
506	Sauk Valley	6	--	49.8	16.6	16.6	16.6
507	Danville	12	8.3	16.7	41.7	16.7	16.7
508	Kennedy-King	9	11.1	--	22.2	44.4	22.2
508	Loop College	14	7.1	--	21.7	35.7	35.7
508	Malcolm X	--	--	--	---	--	--
508	Mayfair	7	--	14.3	42.9	42.9	--
508	Olive-Harvey	12	8.3	25.0	33.3	16.7	16.7
508	Southwest	5	--	--	20.0	80.0	--
508	Wilbur Wright	15	--	26.7	33.3	26.7	13.3
509	Elgin	9	--	33.3	11.1	44.4	11.1
510	Thornton	8	--	37.5	25.0	25.0	12.5
511	Rock Valley	14	21.4	57.1	21.4	--	--
512	William R. Harper	12	--	25.0	25.0	16.7	33.3
513	Illinois Valley	7	--	28.6	28.6	14.3	28.6
514	Illinois Central	9	--	44.4	33.3	11.1	11.1
515	Prairie State	7	--	14.3	14.3	71.4	--
516	Waubonsee	6	33.3	16.7	50.0	--	--
517	Lake Land	9	22.2	33.3	11.1	22.2	11.1
518	Carl Sandburg	11	--	45.5	18.2	18.2	18.2
519	Highland	10	--	30.0	50.0	20.0	--
520	Kankakee	9	11.1	88.9	--	--	--
521	Rend Lake	8	12.5	12.5	--	62.6	12.5
522	Belleville	11	--	27.3	45.5	18.2	9.1
523	Kishwaukee	8	--	75.0	25.0	--	--
524	Moraine Valley	7	14.3	28.6	28.6	--	28.6
525	Joliet	6	--	--	50.0	50.0	--
526	Lincoln Land	9	--	22.2	55.5	22.2	--
527	Morton	5	--	20.0	20.0	40.0	20.0
528	McHenry	8	--	37.5	25.0	25.0	12.5
529	Lincoln Trail	9	11.1	33.3	44.4	11.1	--
529	Olney Central	9	--	33.3	44.4	22.2	--
529	Wabash Valley	5	--	--	40.0	60.0	--
530	John A. Logan	5	20.0	20.0	20.0	40.0	--
531	Shawnee	11	9.1	54.5	27.3	9.1	--
532	Lake County	7	--	42.9	28.6	28.6	--
533	Southeastern	7	--	--	14.3	85.7	--
534	Spoon River	9	11.1	22.2	22.2	33.3	11.1
535	Oakton	8	12.5	37.5	--	25.0	25.0
536	Lewis & Clark	8	--	27.2	45.4	18.1	9.1
601	SCC E. St. Louis	5	--	--	20.0	40.0	40.0

APPENDIX 20

OCCUPATIONAL COST PER CREDIT HOUR BY DISCIPLINE, 1970-71

Dist. No.	Name of Junior College	Health Occup.	Agri-culture	Trades & Industry	Tech-nical	Office Occup.	Distrib. Education
501	Kaskaskia	78.98	95.58	279.76	90.38	97.17	---
502	DuPage	58.52	59.87	47.12	48.81	41.77	45.14
503	Blackhawk Dist.						
503	Black Hawk College	74.70	---	53.78	50.04	40.44	30.10
503	Black Hawk East	84.35	50.17	91.74	31.83	51.54	36.88
504	Triton	66.29	61.36	55.55	44.59	47.40	39.09
505	Parkland	75.94	58.11	77.67	83.26	50.52	39.37
506	Sauk Valley	66.64	83.41	50.49	88.94	57.53	53.70
507	Danville	59.89	62.27	63.77	60.74	44.98	37.19
508	Chicago City						
508	Amundsen-Mayfair	64.51	---	77.57	55.98	62.41	47.66
508	Kennedy-King	70.26	56.55	79.09	103.34	74.11	68.96
508	Loop	83.84	---	44.62	65.38	57.66	56.57
508	Malcolm X	90.56	---	68.46	69.79	66.97	61.47
508	Olive-Harvey	103.95	---	71.74	70.32	60.34	56.32
508	Southwest	---	---	55.92	54.94	50.05	45.89
508	Wilbur Wright	44.09	41.79	79.08	65.32	51.16	45.43
509	Elgin	75.39	---	121.33	70.61	58.15	47.83
510	Thornton	55.86	---	44.55	65.16	63.48	44.04
511	Rock Valley	64.27	---	60.96	60.22	45.12	38.51
512	Wm. Rainey Harper	69.99	---	62.95	67.87	47.38	51.70
513	Illinois Valley	79.70	67.46	72.76	64.25	50.87	38.02
514	Illinois Central	65.72	72.56	54.06	57.86	35.76	33.80
515	Prairie State	75.70	---	34.93	50.89	56.66	34.42
516	Waubonsee	116.36	---	70.25	57.55	69.97	37.11
517	Lake Land	65.41	55.34	60.90	60.17	46.30	35.58
518	Carl Sandburg	52.24	56.45	58.41	42.46	40.36	58.41
519	Highland	52.90	67.97	59.39	110.13	68.71	---
520	Kankakee	81.27	93.50	53.18	82.43	76.16	87.39
521	Rend Lake	93.06	42.64	51.08	70.57	50.85	---
522	Belleville	64.72	68.79	66.60	68.68	49.96	30.91
523	Kishwaukee	97.84	61.13	32.19	103.71	46.97	---
524	Moraine Valley	90.94	---	82.76	53.64	52.26	53.11
525	Joliet	98.26	61.55	---	45.53	38.81	64.76
526	Lincoln Land	73.03	86.69	107.21	70.30	60.33	39.72
527	Morton	67.59	---	54.48	76.66	58.07	48.99
528	McHenry	55.95	74.92	83.58	67.50	64.73	50.50
529	Illinois Eastern						
529	Lincoln Trail	---	---	65.53	71.36	58.81	---
529	Olney Central	79.69	85.16	51.48	---	45.65	---
529	Wabash Valley	60.26	46.67	33.73	44.89	52.74	39.47
530	John A. Logan	---	---	62.08	53.11	51.93	52.56
531	Shawnee	80.92	75.83	84.23	85.84	92.92	95.01
532	Lake County	68.69	---	53.46	80.38	63.37	36.05
533	Southeastern	46.46	55.77	60.24	---	48.48	---
534	Spoon River	---	73.82	137.33	75.29	84.65	---
535	Oakton	---	---	159.25	---	107.25	---
536	Lewis and Clark	---	---	---	---	---	---
601	East St. Louis	---	---	135.86	---	98.02	---
Cost/credit hr. for whole system		71.45	63.07	61.95	61.32	54.22	44.56

APPENDIX 21

ILLINOIS MULTI-DISTRICT AREA SECONDARY VOCATIONAL CENTERS

Fiscal - Statistical Data*
10/11/72

	1. Construction	2. Initial Equipment	3. Supplemental Yearly Equipment	4. Operational Reimbursement	5. Total Student Enrollment	6. Per credit Reimbursement	7. Average Per Capita Reimbursement (2 credits)	8. Per credit Tuition Charge	9. Average Per Capita Tuition Charge (2 credits)	10. Per credit Total Costs	11. Average Per Capita Total Costs (2 credits)	12. Operating Centers
Fiscal '66	71,802		16,314									
Fiscal '67		24,501	23,802	159,090	837	95	190	121	242	216	432	5
Fiscal '68	282,913	18,972	73,021	414,880	2,228	90	180	137	273	226	453	11
Fiscal '69	1,034,432	12,295	197,376	740,370	3,802	95	191	131	262	226	453	14
Fiscal '70	1,567,209	4,022	382,172	1,418,524	5,799	118	236	143	287	262	525	17
Fiscal '71	2,011,147	23,430	171,222	1,302,479	7,490	86	173	158	317	244	490	17
Fiscal '72	1,824,792	498,416	92,519	1,477,691	11,484	64	129	175	350	239	479	21

*Only state and federal reimbursement monies are included in 1, 2, 3, 4, 6 and 7. Westinghouse is not a true multi-district area center; therefore, data is not included above. The data for Westinghouse is FY 66 - $600,000 construction; FY 67 - $800,000 construction, $7,448 supplemental equipment and $33,885 operational reimbursement; FY 68 - $77,289 operational reimbursement; FY 69 - $152,903 operational reimbursement; FY 70 - $1,100,000 construction, $1,108,660 equipment, and $240,343 operational reimbursement; FY 71 - $17,147 supplemental equipment and $287,269 operational reimbursement; and FY 72 - $3,136 supplemental equipment and $237,564 operational reimbursement.

APPENDIX 22

CHIEF INSTRUCTIONAL ADMINISTRATORS' RESPONSES ON REMEDIAL COURSES AND DROPOUTS

Dist. No.	Name of Junior College	% in Remedial Courses Who Did Not Pass Them	% Bacc. Dropouts Who Had Had At Least One Remedial Course		% Occup. Dropouts Who Had Had At Least One Remedial Course	
			PT	FT	PT	FT
501	Kaskaskia	18	5*	5	5*	5
502	DuPage	8.4	2	2	2	2
503	Black Hawk	55	10	10	N/A	N/A
	Black Hawk East	(1st Yr. Offered)	N/A	N/A	N/A	N/A
504	Triton	--	N/A	N/A	N/A	N/A
505	Parkland	26	N/A	N/A	N/A	N/A
506	Sauk Valley	--	--	--	.10	.03
507	Danville	26	3**	5**	1**	2**
508	Chicago City	38	--	--	--	--
	Mayfair	21.62	--	--	--	--
	Kennedy-King	39.6	N/A	N/A	N/A	N/A
	Loop	12.0	N/A	N/A	N/A	N/A
	Malcolm X	(Has not been received)				
	Olive-Harvey	0	3.6**	2.0**	3.3	2.0
	Southwest	65.0	.006*	.026	.012*	.006
	Wilbur Wright	20	15	10	80	80
509	Elgin	15	20	5	35	20
510	Thornton	6	N/A	N/A	N/A	N/A
511	Rock Valley	22	8**		0*	0
512	Wm. Rainey Harper	25	2	4	1	3
513	Illinois Valley	25.6	23.8	9.2	5.8	18.6
514	Illinois Central	6.3	0	0	2	5
515	Prairie State	N/A	N/A	N/A	N/A	N/A
516	Waubonsee	30	5	5	1	1
517	Lake Land	31	0	10	--	7.5
518	Carl Sandburg	18	25	24	18	34
519	Highland					
520	Kankakee	8.5	4	5	2	2
521	Rend Lake	18.7	0	22	0	0
522	Belleville	12.0	5*	3*	.5**	1**
523	Kishwaukee	5.0	15	10	20	25
524	Moraine Valley	24	30	20	18	12
525	Joliet	2	N/A	N/A	N/A	N/A
526	Lincoln Land	10	N/A	N/A	N/A	N/A
527	Morton	--	--	--	--	--
528	McHenry	1	10	10	6	4
529	Illinois Eastern	2	1	1	1	1
530	John A. Logan	3	70	40	30	20
531	Shawnee	11	7.1	14.8	0	21.7
532	Lake County	18	3	1	5	7
533	Southeastern	24.4	.05**	27**	.005**	1.5**
534	Spoon River	10*	30*	10*	15*	10*
535	Oakton	0	0	0	0	0
536	Lewis and Clark	N/A	--	--	--	--
537	Decatur	N/A	N/A	N/A	N/A	N/A
601	SCC East St. Louis	22.5	4.4	18.13	--	--

* Estimate
** Rough estimate

APPENDIX 23

SURVEY RESPONSES STATEWIDE ON PRIORITIES

Response to the question, "If your campus were to receive extra unearmarked money, how do you think it should be spent?"

Possible Responses	Chief Executive	Faculty	Student[1]
Scholarships	9	5	1
Buildings	11	11	2
Learning resources center or library	5	3	3
Baccalaureate transfer curriculum	10	4	8
Occupational curriculum	1	1	5
Remedial curriculum	2	2	13
Other general/adult education courses	4	7	9
Public and community service projects	3	8	10
Increased information to community as to opportunities and activies	12	10	11
More parking lots	13	13	7
Student counseling and guidance	7	6	6
In-service faculty training	6	9	12
Research aimed at improving instruction[2]	8	12	4
Other (specify) _____	..	..	..

[1]Students' rank order is based on number of times a response was selected as one of the top three priorities. We have tested for the potential difficulty in comparing this type of rank order with median rank order of the faculty and chief executives. There was not a significant difference. Chief executives and faculty were asked to "rank the items from 1 to 14."

[2]On the survey forms for the chief administrator and the faculty this choice was, "institutional research."

APPENDIX 24

THREE COMMUNITY SERVICE AND OUTREACH EFFECTIVENESS INDICATORS

Dist. No.	Name of Junior College	No. of Students per Thousand District Residents [1]	Ratio of Part-time to Full-time Students	Percent of total enrollment by age group 21-35	36-50	51+	Total Headcount Fall 1972 [2]
501	Kaskaskia	16	.44	13	4	0	1,400
502	DuPage	16	1.17	32	12	3	9,452
503	Black Hawk	33	1.82	20	8	2	7,327
	Black Hawk Main		1.73				6,083
	Black Hawk East		2.40				1,244
504	Triton	26	1.46	44	14	6	13,034
505	Parkland	17	1.13	42	13	0	4,147
506	Sauk Valley	18	.84	32	10	3	1,837
507	Danville	36	.88	20	15	5	3,049
508	Chicago City	17	1.90	48	9	2	56,494
	Kennedy-King		1.18	52	15	3	7,864
	Loop College		6.00	63	14	4	11,445
	Malcolm X		1.17				6,931
	Mayfair		1.60	33	9	2	5,208
	Olive-Harvey		1.86	49	9	2	4,566
	Southwest		1.76	39	5	2	5,679
	Wilbur Wright		1.61	33	5	1	13,732
509	Elgin	29	1.39	37	12	2	4,246
510	Thornton	21	1.59	35	9	2	6,054
511	Rock Valley	26	2.02	40	11	0	7,026
512	Wm. Rainey Harper	33	1.65				11,182
513	Illinois Valley	21	.85	25	12	4	3,260
514	Illinois Central	26	2.13	50	17	5	9,392
515	Prairie State	23	1.68				4,169
516	Waubonsee	23	2.72	45	16	0	3,915
517	Lake Land	25	.71	29	7	1	2,933
518	Carl Sandburg	22	1.42	33	16	9	1,833
519	Highland	36	.68				2,814
520	Kankakee	33	4.83	26	7	3	3,905
521	Rend Lake	14	.48	15	5	0	1,151
522	Belleville	36	2.07	38	18	1	6,636
523	Kishwaukee	21	1.39	50	10	3	1,696
524	Moraine Valley	12	.80	47	7	3	4,505
525	Joliet	23	1.36				5,402
526	Lincoln Land	20	1.03	47	11	4	4,278
527	Morton	22	.60	22	17	7	3,178
528	McHenry	18	2.73	85	5	0	1,991
529	Illinois Eastern	37	2.00	25	15	5	4,632
	Lincoln Trail		1.89				830
	Olney Central		2.15				2,470
	Wabash Valley		1.83				1,332
530	John A. Logan	22	.28	23	11	1	2,527
531	Shawnee	19	.69	34	12	4	1,102
532	Lake County	17	2.21				5,013
533	Southeastern	39	1.07	17	3	2	1,229
534	Spoon River	23	1.16	26	15	13	1,084
535	Oakton	35	3.83	30	7	2	8,854
536	Lewis & Clark	11	1.13	32	16	1	2,579
537	Decatur		1.98	35	27	9	1,287
601	SCC, E. St. Louis	39	.93	49	9	4	2,762
	State Average (Mean)	22	1.57	35	11	3	

[1] Calculated from IJCB's estimates of district population, Table 5, "Selected Data... 1970-71" and IJCB's enrollment figures for Fall 1972.

[2] Includes all enrollment in credit, non-credit instruction courses and in public service activities.

APPENDIX 25

PUBLIC AND COMMUNITY SERVICE ACTIVITIES - COLLEGE OF DuPAGE

On Campus - 1971-72 Year

20 community groups came to campus for tours. Some held meetings before or after the tour and no-host luncheons were provided for some.

Several Childrens' Theatre performances were held on campus

A fashion show was held on campus and the community invited.

A Junior Achievement Seminar was held on campus

Follow-up of White House Conference on Aging 1971, "Perspective on Aging" Conference to determine local needs - 550 participants

We provide extension courses from nearby universities and colleges

We develop special courses for senior citizens

We provide baccalaureate-oriented courses in several high school districts each quarter

We provided a cooperative program of courses for the Addison Switchboard Community Center in Addison.

Off Campus - 1971-72 Year

Children's Theatre Performances at:

Schools
Glen Oak, Glen Ellyn
Indian Trail, Downers Grove (2)
Prospect, Clarendon Hills
Butler, Oak Brook (2)
Lace, Darien
Downers Grove North, Downers Grove
Miller, Westmont
Fairmont, Downers Grove
Warrenville, Warrenville
Naperville High School, Naperville

Band Performances at:

Franklin Center High School

Reader's Theatre Performances at:

PTA-Teachers' Luncheon
DEPEF Sisterhood at Western Springs
Presbyterian Church, Clarendon Hills
Lombard Service Club
Methodist Church Couples Club
DuPage County Executives' Club
Schools: Forest Road, LaGrange Park
Oak, LaGrange
West Chicago High School, West Chicago

Choral Group Performances at:

Carol Stream Community Center
Willoway Manor
Lombard Community Center
D.A.R. Convention
St. Charles School for Boys
DuPage Convalescent Home
Lombard Public Library
Yorktown Shopping Center
Ill.Jr. Col. Bd. Annual Convention

SEMINARS SPONSORED BY COLLEGE OF DUPAGE

On Campus and Off Campus - 1971-1972 Year

Photo Project
Blueprint Reading
Aviation Ground School (2 courses)
Critical Path Method (5 courses)
Current Practices Food Production
Food Service Management Institute
Emergency Medical
Foremanship Seminar
Gourmet Foods
Math Seminar
Horse Care Symposium
How to Buy & Sell Real Estate
Illinois Great Teachers
International Marketing
Nurses Seminar
Water Treatment
Athletic Training Seminar
Region Nine Ill. Coordinators Assoc.
Retirement Planning Seminar
Creative Arts
Computer Appreciation
Math for Surveyors
Occup. Health & Safety
Youth Football Coaches
Children's Poetry
Children's Writing
Theatre Games Workshop
Speed Reading
Home Gardening
Occup. Health & Safety
Real Estate
Single Parents
Travel Bureau
C. P. S. Review
How to do Business with U.S.Govt.
Industrial Safety
Small Business Management
Transportation Seminar
Colloquiem in Teaching of Philosophy
Fiber Arts Workshop
Foreign Language Teachers' Conference
Graphic Arts
Library Workshop
Television Prod. Workshop
Developing Values
Writer's Workshop
Coronary Care
Antiques
Intro. to Air Conditioning
Occup. Health & Safety
Prev.Maint.of Auto Systems

APPENDIX 26

ILLINOIS STATE SCHOLARSHIP COMMISSION

BOX 607, 102 WILMOT ROAD – DEERFIELD, ILLINOIS 60015 - 312 : 945-1500

SCHOLARSHIPS - GRANTS - LOANS

JOSEPH D BOYD Ed D, EXECUTIVE DIRECTOR

December 6, 1972

Mr. Charles Adams
Illinois Economic and Fiscal Commission
610 State Office Building
Springfield, Illinois 62703

Dear Mr. Adams:

Enclosed is the data you requested.

The eligibility requirements for the ISSC Monetary Award are:

1) Residency in Illinois
2) U. S. citizenship or permanent residency
3) Full-time (twelve credit hours) undergraduate enrollment at an approved Illinois post-secondary institution
4) Demonstrate financial need in order to attend the college of your choice
5) File an application by the required deadline

ISSC awards cannot exceed the cost of tuition and mandatory fees.

The Illinois Military Scholarship is open to veterans with Illinois residency for full and/or part-time study, without the assessment of financial need, at any Illinois public institution for undergraduate or graduate study. Veterans of World War I or those separated from the U.S. military service since 1940 are eligible. The award is for tuition and certain fees (see School Code Section 30-13). If the veteran applies and qualifies for these benefits at an Illinois public senior college, tuition and certain fees are waived. If the applicant qualifies at an Illinois public junior college, the benefits are paid in his name by the ISSC from funds appropriated to this agency.

I am enclosing a cumulative history of the benefits provided by ISSC to students attending Illinois public junior college.

Academic Year	Military Scholarships #	$
1969-70 (1st Yr.of Benefits)	5,051	771,048
1970-71	21,559	1,740,788.65
1971-72	29,496	2,625,498.29
1972-73 (Estimate)	39,477	3,530,475.00
	ISSC Monetary Scholarships	
1958-59 (1st Yr.of Benefits)	13	2,813.00

JOSEPH D. BOYD, EXECUTIVE DIRECTOR

COMMISSION MEMBERS: LLOYD S. MICHAEL, CHAIRMAN
HAROLD LISTON WILLIAM E. McMANUS ROBERT G. DOUGLAS MRS. L. GOEBEL PATTON E. ERIE JONES MRS. RAY POLHILL

Mr. Charles Adams, Springfield

ISSC Monetary Scholarships

Academic Year	#	$
1959-60	27	4,225
1960-61	30	4,272
1961-62	26	5,770
1962-63	10	1,825
1963-64	21	4,397
1964-65	43	7,806
1965-66	91	22,054
1966-67	88	20,105
1967-68	333	57,125
1968-69	1,405	294,158
1969-70	2,833	537,554
1970-71	4,401	960,053
1971-72	6,359	1,573,381
1972-73 (Estimate)	10,886	$ 3,118,040

Please call or write if you have further questions.

Sincerely,

Joseph D Boyd

Joseph D. Boyd
Executive Director

JDB:rs
enc.

APPENDIX 27

AVERAGE FACULTY SALARIES BY EDUCATIONAL ATTAINMENT LEVEL, FY 1972

Dist. No.	Name of Junior College	No Degree	AA Degree	BS Degree	MS Degree	MS+1 to MS+30	MS+31 to MS+45	MS+46 to MS+60	Doctorate
501	Kaskaskia	$ 9,595	$	$10,765	$10,800	$12,280	$13,980	$16,940	$
502	DuPage				12,895	14,869	15,678	18,075	20,248
503	Black Hawk								
504	Triton	13,480		11,680	11,755	14,010		17,340	15,890
505	Parkland	12,475	10,783	10,585	10,064	12,913	11,545	11,792	13,757
506	Sauk Valley	8,725		8,460	11,150	11,750	12,900	12,700	11,088
507	Danville	6,400	7,413	9,441	10,909	12,502	12,780	14,374	
508	Chicago City				12,147	14,346	17,300		20,208
509	Elgin	9,158	10,683	11,081	11,516	13,979	16,187	16,735	15,077
510	Thornton				11,841	14,304	15,540 →		16,516
511	Rock Valley	9,380		10,320	10,713	13,456	14,680	15,363	15,296
512	Wm. Rainey Harper								
513	Illinois Valley			8,412	10,077	11,948	11,889	15,726	14,767
514	Illinois Central								
515	Prairie State		8,060	9,791	11,705	14,223	16,281	17,531	18,030
516	Waubonsee	12,066		11,044	11,245	12,645	13,607	16,803	15,503
517	Lake Land	8,605	8,866	10,290	11,625	11,949	13,552	13,606	16,191
518	Carl Sandburg	6,800	7,462	8,530	9,282	10,658	10,975	11,975	
519	Highland	12,232		10,882	11,220	13,037	15,418	16,144	
520	Kankakee	8,280	8,388	10,730	11,278	15,480			
521	Rend Lake	10,200	9,690	8,500	9,928	11,436	13,940	15,073	15,096
522	Belleville		11,014		11,762	13,532	13,965	13,412	16,412
523	Kishwaukee	12,650	6,783	11,066	10,284	11,161	14,357	13,219	13,803
524	Moraine Valley								
525	Joliet			11,511	12,305	15,353	15,230	16,384	16,528
526	Lincoln Land		12,276	13,113	12,112	13,654	14,974	15,104	17,446
527	Morton		7,800	10,535	12,601	15,365	16,817		18,198
528	McHenry			14,805	11,685		13,785	14,047	
529	Illinois Eastern			10,600				12,700	
530	John A. Logan	10,044	8,424	8,664	9,922	11,539	12,471	11,472	11,256
531	Shawnee		9,800	8,400	9,275	10,000	12,500	12,950	14,000
532	Lake County		10,238	10,720	10,620	10,620	12,776	14,166	13,628
533	Southeastern	10,088		10,090	10,065	11,487	13,270	13,900	11,250
534	Spoon River	10,960		10,362	12,717	13,559	13,643		15,213
535	Oakton								
536	Lewis & Clark	10,833		11,400	10,800	11,314	11,314	9,480	12,600
601	SCC E. St. Louis								

APPENDIX 28

NUMBER OF FULL-TIME FACULTY
AND MINIMUM LOAD
FY 1972

Dist. No.		Junior College	Minimum Contact Hours Considered Full Time	Minimum Credit Hours Considered Full Time	Number of Full Time Faculty
501		Kaskaskia	---	14/semester	60
502	Q	DuPage	---	12	188
503		Black Hawk	---	14/semester	125
504		Triton	15	---	198
505	Q	Parkland	16/quarter	---	124
506		Sauk Valley	14	14	53
507		Danville	---	14	100
508		Chicago City	12/wk/sem	---	1,205
509		Elgin	20	16	66
510		Thornton	18	14	117
511		Rock Valley	15	---	113
512		Wm. R. Harper	15	15	141
513		Illinois Valley	15	---	85
514		Illinois Central	---	14	186
515		Prairie State	15	---	91
516		Waubonsee	14	14	64
517	Q	Lake Land	---	16	112
518	Q	Carl Sandburg	16	16	57
519		Highland	14	---	43
520		Kankakee	16	---	43
521		Rend Lake	14	14	49
522		Belleville	14	---	110
523		Kishwaukee	15	15	58
524		Moraine Valley	---	12	92
525		Joliet	12	12	121
526	Q	Lincoln Land	14	---	108
527		Morton	15	---	91
528		McHenry	12	12	27
529	Q	Ill. East. Coll.	---	48	101
530	Q	John A. Logan	---	45	38
531	Q	Shawnee	16/week	16/quarter	30
532		Lake County	14-16	14-16	109
533		Southeastern	15	15	33
534		Spoon River	25	16	44
535		Oakton	---	14	65
536		Lewis & Clark	20	15	59
601		SCC E. St. Louis	20	12	57

APPENDIX 29

FACULTY ORGANIZATIONS

Dist. No.	Junior College	Have Official Board Recognition	Recognized Negotiating Body	Organized On Campus	Included In Salary Negotiations	Handles Grievances
501	Kaskaskia	Local Faculty Senate				
502 Q	DuPage	D	D	A, B, D	D	D
503	Black Hawk			A, C	Comp.Prog.Com.	Faculty Sen.
504	Triton	D	D	D	D	D
505 Q	Parkland	D	D	D	D	D
506	Sauk Valley	B, D	B, D	B, D	B, D	B, D
507	Danville			B	Fac. Comm.	Exec. Counc.
508	Chicago City	C, D	C	A, C, D	C	C
509	Elgin	D	D	D	D	D
510	Thornton	D	D	D	D	D
511	Rock Valley	D	D	D	D	D
512	Wm. R. Harper	D	D	D	D	D
513	Illinois Valley	C	C	C	C	C
514	Illinois Central	D	D	D	D	D
515	Prairie State	A, C	C	A, C, D	C	C
516	Waubonsee	C	C	C	C	Federation
517 Q	Lake Land	D	D	D	D	D
518 Q	Carl Sandburg		D	D	D	D
519	Highland	C, D	C	C, D	C	C
520	Kankakee			D		
521	Rend Lake		Wel.Com.Fac.	B	Wel.Com.Fac.	
522	Belleville	A	A	A,Fac.Sen.	A	Fac.Senate
523	Kishwaukee			B, D	D	
524	Moraine Valley			C		
525	Joliet	C	C	C	C	C
526 Q	Lincoln Land			C, D		
527	Morton	C	C	C, D	C	C
528	McHenry	B, D, (IEA)	D	D	D	D
529 Q	Ill. East. Coll.				Other	
530 Q	John A. Logan	D	D	IEA Chapter		D
531 Q	Shawnee	D		D		Policy
532	Lake County	D	D	D, B	D	D
533	Southeastern			D	D	
534	Spoon River	D	D	D	D	D
535	Oakton	Not Applicable				
536	Lewis & Clark	A				
601	SCC E. St. Louis	None	D	D	D	D

KEY

A = AAUP
B = NEA
C = AFT
D = Local Faculty Association

APPENDIX 30

77th G. A. HOUSE BILL 790 1971

SYNOPSIS: (Ch. 122, par. 103-26)

Amends the Public Junior College Act to provide that the board shall approve the hiring, dismissal, transfer and fix the salaries of faculty personnel. Such responsibility is not delegable. Requires the board to define a full-time teaching load as 12 to 16 semester hours or 15 to 20 classroom contact hours. Authorizes the board to balance an overload during one term as against an underload during another; to assign employees identified as faculty to such positions as librarians; and allows the board to exempt 10% of the full-time faculty from the teaching load required. Prohibits agreements circumventing this section or restricting the district from participating in specified programs. States that new provisions as to teaching load nave no retroactive effect.

LRB28 14-77

INTRODUCED March 4, 1971, by Shapiro, Hess, Bradley and Stone. Read first and ordered printed.

A BILL FOR

AN ACT to amend Section 3-26 of the "Public Junior College Act", approved July 15, 1965, as amended.

Be it enacted by the People of the State of Illinois, represented in the General Assembly:

Section 1. Section 3-26 of the "Public Junior College Act", approved July 15, 1965, as amended, is amended to read as follows:

Sec. 3-26. To make appointments and fix the salaries of a chief administrative officer, who shall be the executive officer of the board, other administrative personnel, faculty and all other professional personnel, and approve the transfer or dismissal of such personnel. The board shall not delegate these responsibilities. In making these appointments and fixing the salaries, the board may make no discrimination on account of sex, creed, color or national origin.

The board shall define a full-time teaching load as 12 to 16 semester hours or equivalent requiring 15 to 20 regularly assigned contact hours with students per week (classroom, laboratory, shop or other organized instructional activities). Full-time teaching faculty members are required to satisfy the minimum under both measures unless the maximum is reached under one measure before the minimum is reached under the other measure. This definition of a full-time teaching load shall not be reduced because of faculty time required for the purposes of: (1) preparation for instruction; (2) student evaluation and grading; (3) participation in regular college committee assignments; (4) student consultation and advisement; and (5) any other activities normally included in the professional responsibilities of a teaching faculty member. The definition of a full-time teaching load specified in this Section does not prohibit

the board from establishing an equitable procedure for an overload during one term to balance an underload during another term, provided there is no extra compensation for such overload. Some full-time employees, who are identified as faculty by the board, may be assigned, in whole or in part, to functions which are not generally identified as teaching such as librarians, counselors or other professional personnel.

The board may exempt up to 10% of the full-time teaching faculty members from the minimum and maximum limits of the full-time teaching load defined above for experimental, innovative or special instructional programs.

The board shall not enter into any agreement with faculty or other personnel which: (1) circumvents or alters the provisions of this Section; or (2) prohibits or restricts, directly or indirectly, the district from participating in education and training programs available through agencies of the federal, state or local governments and other agencies.

Section 2. If any board of a junior college district has defined a full-time teaching load or entered into an agreement prior to the passage of this Amendatory Act which is in conflict with its provisions, this Amendatory Act shall become effective with respect to such district beginning with the fiscal year immediately following the fiscal year during which this Amendatory Act becomes law.

APPENDIX 31

ADMINISTRATIVE AND INSTRUCTIONAL COSTS, FY 1970 and 1971

Dist. No.	Name of Junior College	Ratio of Administrative Costs to Instructional Costs FY 71	FY 70	FY 1971 Administrative Costs	FY 1971 Instructional Costs	FY 1970 Administrative Costs	FY 1970 Instructional Costs
501	Kaskaskia	.27	.24	$ 305,858	$ 1,118,592	$ 209,775	$ 886,112
502	DuPage	.18	.19	742,614	4,214,271	584,768	3,092,419
503	Black Hawk	.21	.22	489,004	2,361,993	389,926	1,793,088
504	Triton	.07	.09	302,276	4,113,925	328,249	3,707,166
505	Parkland	.13	.12	248,070	1,923,463	216,396	1,782,152
506	Sauk Valley	.25	.17	225,696	919,374	166,104	988,392
507	Danville	.28	.21	319,061	1,131,288	262,505	1,262,815
508	Chicago City *	.21	.23	4,243,180	19,861,367	3,952,964	17,550,712
509	Elgin	.18	.21	263,930	1,502,875	245,184	1,173,959
510	Thornton	.15	.11	429,294	2,868,328	317,423	2,785,434
511	Rock Valley	.25	.18	509,132	1,999,958	340,003	1,906,756
512	Wm. Rainey Harper	.26	.32	766,534	2,977,291	839,264	2,582,994
513	Illinois Valley	.10	.10	147,074	1,515,970	144,110	1,444,722
514	Illinois Central	.15	.15	465,520	3,132,456	415,583	2,723,462
515	Prairie State	.10	.07	187,421	1,935,348	134,182	1,896,309
516	Waubonsee	.15	.17	174,545	1,201,739	144,648	874,384
517	Lake Land	.12	.13	198,148	1,693,688	179,369	1,410,291
518	Carl Sandburg	.24	.31	171,023	718,628	180,264	586,101
519	Highland	.20	.30	213,948	1,046,146	276,022	906,270
520	Kankakee	.16	.25	160,171	1,011,713	210,539	830,572
521	Rend Lake	.18	.12	138,549	749,619	85,836	705,723
522	Belleville	.11	.10	252,063	2,390,408	147,664	1,553,471
523	Kishwaukee	.17	.12	148,949	870,374	83,333	668,391
524	Moraine Valley	.45	1.54**	864,755	1,922,655	2,162,554	1,407,280
525	Joliet	.12	.10	253,335	2,067,969	248,160	2,542,192
526	Lincoln Land	.11	.30	186,994	1,717,194	294,446	983,862
527	Morton	.18	.26	332,459	1,799,715	514,912	1,949,805
528	McHenry	.34	.35	211,820	618,880	207,111	593,258
529	Illinois Eastern	.15	.15	215,560	1,456,600	223,451	1,511,768
530	John A. Logan	.16	.26	121,808	758,096	130,224	504,572
531	Shawnee	.22	.33	120,042	537,556	112,189	339,667
532	Lake County	.15	.28	291,300	1,907,486	289,731	1,044,699
533	Southeastern	.20	.18	105,989	529,144	84,392	460,807
534	Spoon River	.12	.13	104,883	840,391	105,430	785,234
535	Oakton	.52	.07**	226,607	432,849	63,009	934,806
536	Lewis and Clark	.22	--	160,234	723,109	---	---
601	East St. Louis	.15	--	194,000	1 255,524	---	---
	Total	.19	.22	$14,491,846	$77,825,982	$14,289,720	$66,169,641

* In FY 1969 debt service of $4,410,645 was included in general administration; also a large capital outlay for equipment by Chicago of $10,418,306 was included. Debt service was not included in the other years. The FY 1969 general administration as reported was adjusted for the above amounts to make it comparable to the other years.

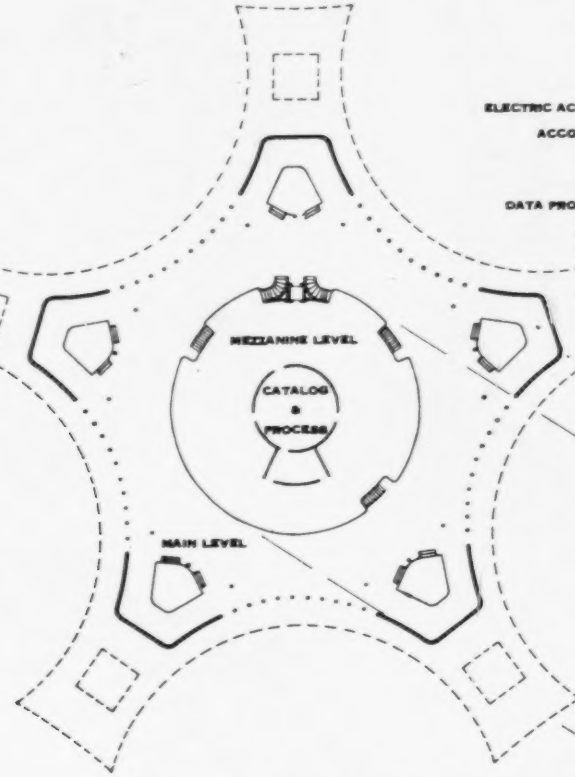
** Two districts reported unusual relationships. One Moraine Valley, #524, had capital expenditures of over $2,000,000 in FY 1970. Most of these expenditures are classified as general administration, accounting for a ratio of 1.54. The other, Oakton, #535, began instruction in the fall of 1970 (FY 1971). The instructional expenditures reported for FY 1970 are primarily chargebacks to the district (about $900,000 of the total instructional cost reported). This accounts for the low ratio of .07 in FY 1970.

APPENDIX 32

LAKE LAND COLLEGE FLOOR PLANS

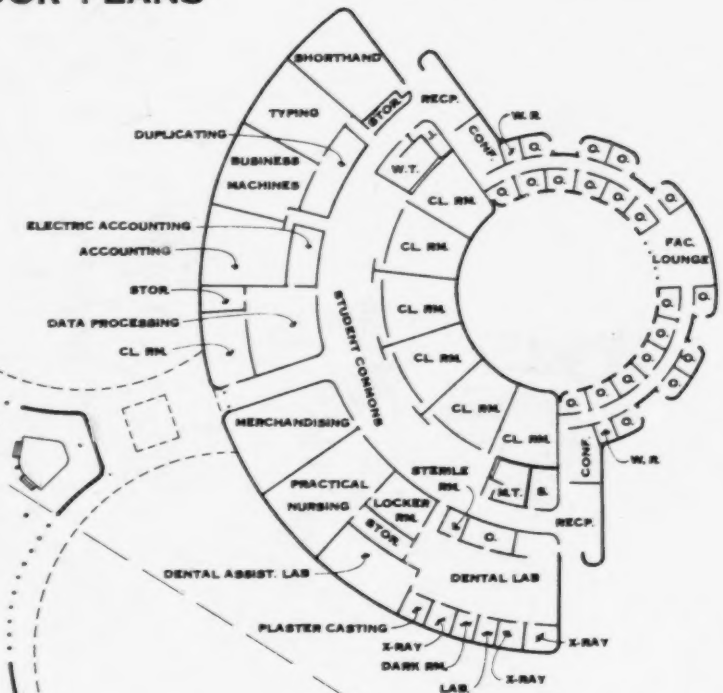
PHASE 1 CONSTRUCTION

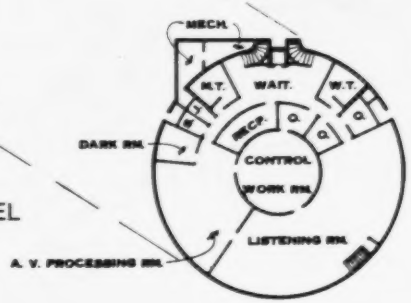
NORTH LEARNING CENTER



LEARNING RESOURCE CENTER UPPER LEVEL

SOUTH LEARNING CENTER





LEARNING RESOURCE CENTER LOWER LEVEL

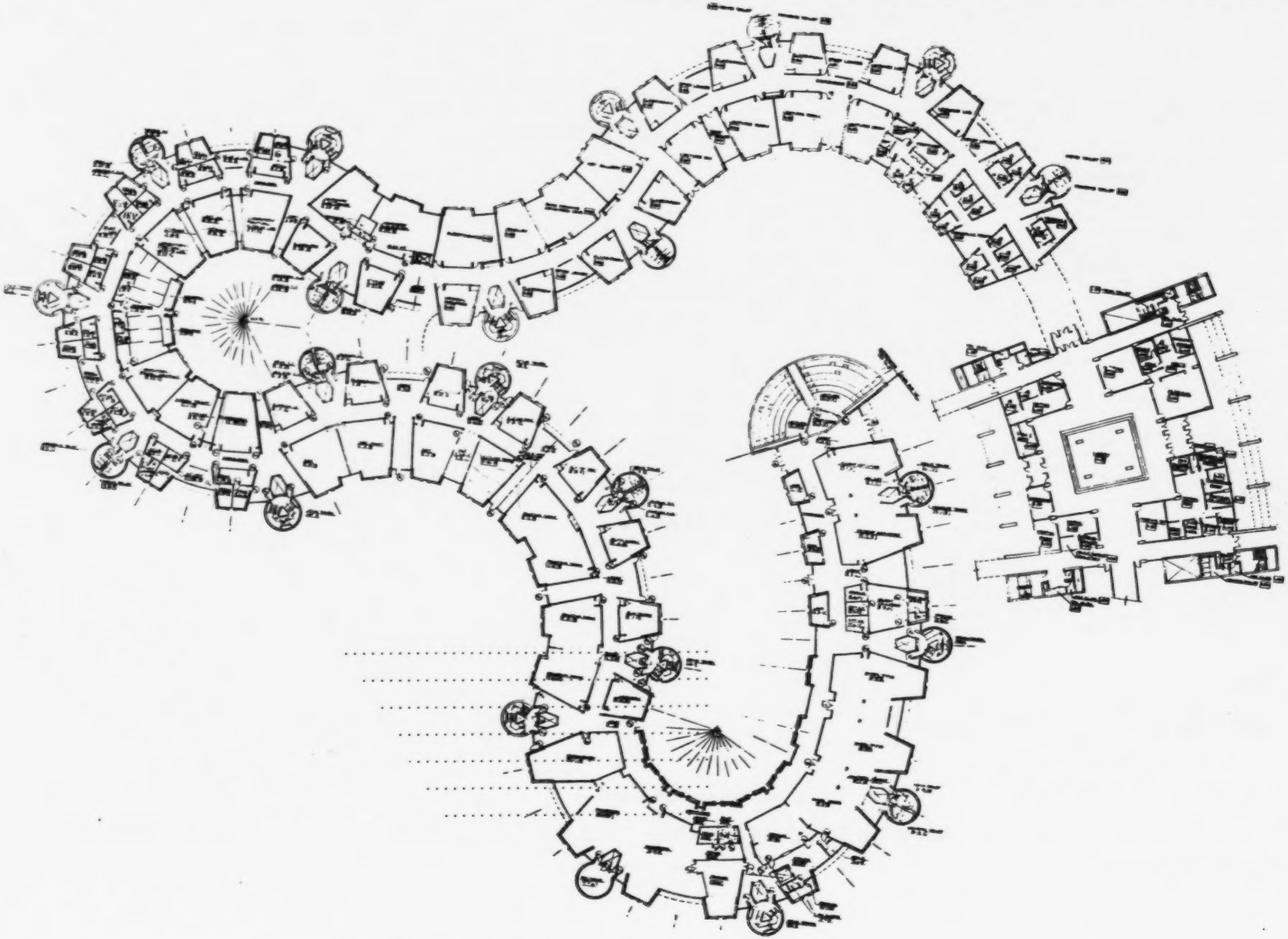
CONSTRUCTION FACTS

Total Gross Area ..... 89,035 sq. ft. Total Net Assignable Area ..... 65,732 sq. ft.

Building Efficiency 73.83%

APPENDIX 33

ILLINOIS CENTRAL COLLEGE



APPENDIX 34

RATIO OF FACILITIES OPERATION AND MAINTENANCE EXPENDITURES TO INSTRUCTIONAL EXPENDITURES

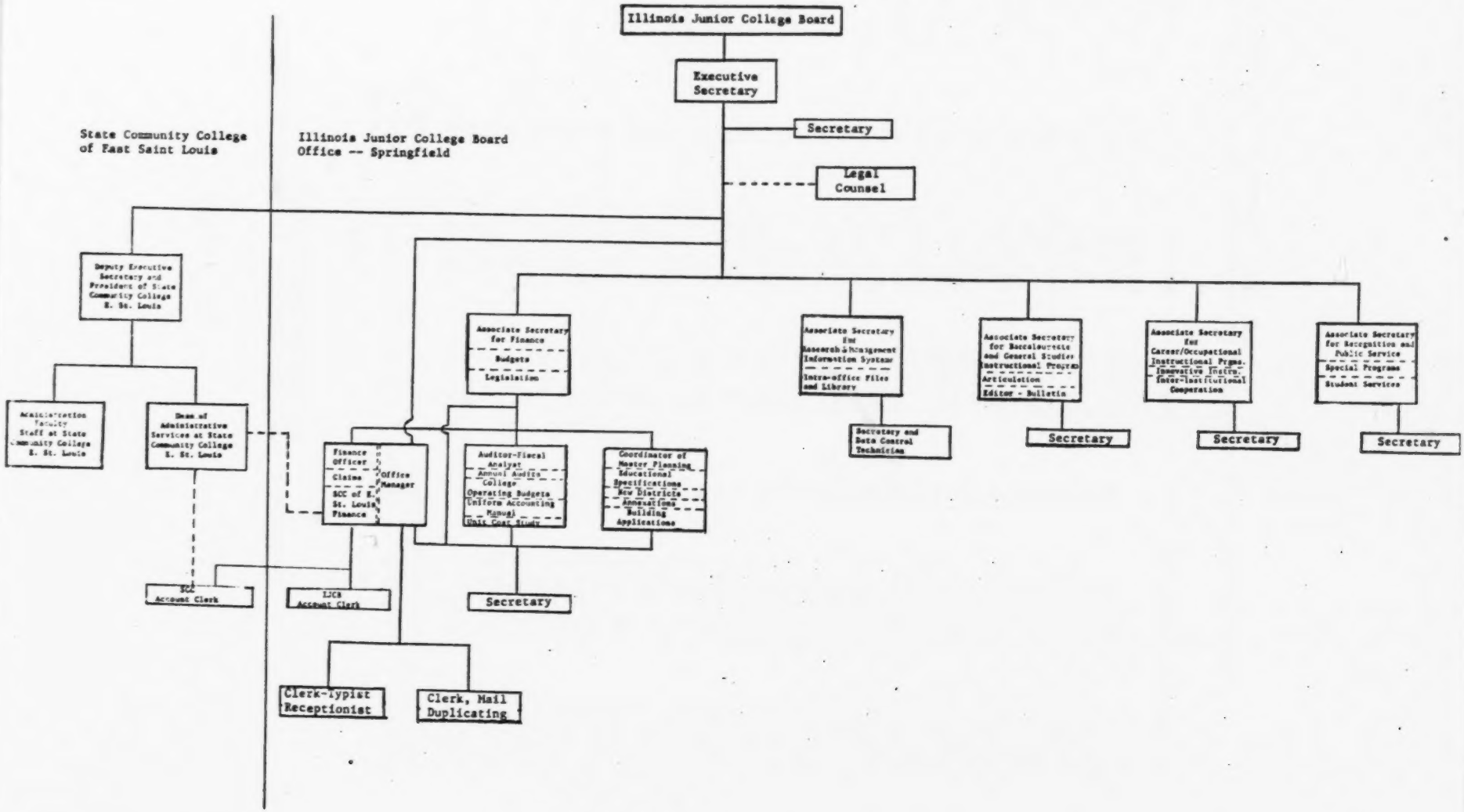
		FY 1971			FY 1970		
		Ratio of Op&Maint to Instruc	Instructional	Operation & Maintenance	Ratio of Op&Maint to Instruc	Instructional	Operation & Maintenance
501	Kaskaskia	.11	$ 1,118,592	$ 119,713	.25	$ 886,112	$ 223,547
502	DuPage	.25	4,214,271	1,037,203	.19	3,092,419	597,912
503	Black Hawk	.20	2,361,993	472,660	.16	1,793,088	290,164
504	Triton	.30	4,113,925	1,227,827	.20	3,707,166	730,911
505	Parkland	.48	1,923,463	918,734	.33	1,782,152	596,685
506	Sauk Valley	.61	919,374	562,941	.16	988,392	153,210
507	Danville	.26	1,131,288	290,616	.29	1,262,818	366,584
508	Chicago City	.09	19,861,367	1,796,362	.11	17,550,712	1,969,213
509	Elgin	.29	1,502,875	434,340	.33	1,173,950	389,645
510	Thornton	.22	2,868,328	638,001	.19	2,785,434	538,703
511	Rock Valley	.27	1,999,958	549,707	.21	1,906,756	392,351
512	Wm. Rainey Harper	.30	2,977,291	878,628	.28	2,582,994	722,352
513	Illinois Valley	.30	1,515,970	453,826	.27	1,444,722	387,952
514	Illinois Central	.27	3,132,456	844,218	.19	2,723,462	509,996
515	Prairie State	.12	1,935,348	237,604	.14	1,896,309	265,741
516	Waubonsee	.22	1,201,739	259,542	.31	874,384	274,144
517	Lake Land	.14	1,693,688	236,325	.12	1,410,291	170,253
518	Carl Sandburg	.27	718,628	191,865	.24	586,101	141,719
519	Highland	.20	1,046,146	208,863	.22	906,270	194,888
520	Kankakee	.15	1,011,713	156,427	.14	830,572	118,889
521	Rend Lake	.22	749,619	167,137	.19	705,725	132,718
522	Belleville	.12	2,390,408	279,690	.14	1,553,471	223,674
523	Kishwaukee	.11	870,374	95,939	.19	668,391	128,407
524	Moraine Valley	.49	1,922,655	944,057	.82	1,407,280	1,150,892
525	Joliet	.22	2,067,969	464,311	.18	2,542,192	466,980
526	Lincoln Land	.11	1,717,194	190,124	.13	983,862	123,472
527	Morton	.26	1,799,715	459,769	.32	1,949,805	628,921
528	McHenry	.24	618,880	148,398	.25	593,258	147,409
529	Illinois Eastern	.27	1,456,600	399,369	.09	1,511,768	133,437
530	John A. Logan	.34	758,096	256,435	.50	504,572	253,897
531	Shawnee	.15	537,556	80,764	.16	339,667	52,749
532	Lake County	.19	1,907,486	354,903	.13	1,044,699	136,732
533	Southeastern	.21	529,144	112,318	.13	460,807	61,651
534	Spoon River	.14	840,391	116,119	.17	785,234	131,954
535	Oakton	3.54*	432,849	1,530,574	.06	934,806	60,437
536	Lewis & Clark	.99	723,109	718,296	--	---	---
	Totals	.23	$76,570,458	$17,833,605	.19	$66,169,641	$12,868,189

* The unusual ratio for Oakton is partly due to $785,764 in tuition and chargebacks included in Operation & Maintenance in FY 1971.

APPENDIX 35

ILLINOIS JUNIOR COLLEGE BOARD
STAFF ORGANIZATION CHART

15 December 1972



APPENDIX 36

STATE COMMUNITY COLLEGE OF EAST ST. LOUIS

The State Community College of East St. Louis was established in 1969 pursuant to Public Act 76-724. It is maintained and operated as an "experimental district" by the IJCB. The Board has the same powers and duties in that district that the local junior college boards have in the other districts. SCC also has an elected local board, but its functions are purely advisory. It is supposed to "plan and recommend to the State Board curricula, experimental programs, personnel procedures and operational procedures in accordance with policies, rules, and regulations prescribed by the State Board."

Audit Finding. The IJCB has encountered many problems in operation of the college. The auditors, Murphy, Jenne, and Jones, Certified Public Accountants, did not express an opinion on the fairness of the college's financial statements for fiscal years 1970 and 1971 because they "were unable to satisfy themselves as to the correctness of certain expenditures from the appropriation for General Revenue and the Vocational Education Fund. . . . "

Because of the findings in the 1971 audit the IJCB engaged Peat, Marwick, Mitchell and Company to review the financial management system and controls at the college. Some of the findings in that audit report were:

> Expenditures under an emergency basis -
>
> (a) For electrical charges or repairs let on a time and material basis totaling $11,092.85.
>
> (b) For plumbing services let orally on a time and material basis totaling $16,387.46.
>
> Copies of affidavits were filed with the Auditor General's Office but not within ten days of the contract lettings as required by the Illinois Purchasing Act. Further, we do not believe purchases of this nature and size should be let on an oral basis.
>
> Expenditures in excess of $15,000, not subject to bid.
>
> $14,064 for laboratory equipment. We believe this expenditure should have been subjected to bidding and is in violation of the Illinois Purchasing Act.
>
> . . . We determined . . . that movement of the physical property is frequently done without the proper authority or communication with the Property Control Manager. Authority should be given the Property Control Manager to allow him to enforce proper

accounting of inventory assigned to the staff and instructors of State Community College.

Peat, Marwick and Mitchell completed the ensuing systems review in July 1972 and sent a report to the IJCB. A summary of the major report recommendations and the actions reportedly taken follow:

Institutional Governance

Recommendation: The IJCB should initiate a systematic plan to delegate increased responsibility to the local board. However, until needed improvements in college operations are accomplished, the IJCB should assume all responsibility.

Action taken: No plan has been developed to delegate increased responsibility as of December 1972. The IJCB has "taken responsibility." This is required by law anyway.

Organization

Recommendations:

1. Fill five key positions.
2. Place greater emphasis on the effectiveness of supervisors in controlling performance of employees.

Action taken:

1. Of the five vacancies, three have been filled (Dean of Administrative Services, supervisors for buildings and grounds and property control). One (purchasing agent) has been hired and will start January 1, 1973.
2. No significant action.

Budgeting

Recommendation: Budgeting should be on a departmental basis with responsible individuals providing budget input.

Action taken: An attempt was made in preparation of the FY1974 budget to implement the recommendation. The IJCB staff told us they noted "some improvement."

Financial Reporting

Recommendation: Financial reporting needs to be greatly expanded and reports given to responsible individuals.

Action taken: Monthly financial reports are now prepared at the college and given to responsible individuals.

Accounting

Recommendations:

1. The Uniform Accounting Manual should be adopted.

2. Property records should be maintained, giving complete data on fixed assets and equipment.

Action taken:

1. The manual has been adopted.

2. The property control supervisor has made a physical inventory which will be reconciled with General Services' master inventory list.

Business Operations

Recommendations:

1. The purchasing procedures should be formalized. Purchasing agent should obtain formal bids and file justification for purchase agreements not requiring formal bids.

2. Financial Aid office should be consolidated in one location. The eligibility of students receiving financial assistance must be fully documented, since a number of ineligible individuals are apparently receiving aid.

Action taken:

1. When purchasing agent starts on January 1, 1973 this procedure will be implemented at the college. The IJCB staff and General Services are doing all purchasing at present. The IJCB will continue to issue purchase orders after January 1, 1973.

2. Financial aid office was consolidated. But there has been no reported progress to date on monitoring the eligibility of individuals receiving financial aid.

Peat, Marwick, Mitchell & Company has continued to work with the college in implementing recommendations. They are scheduled to make a further progress report in early 1973.

Several other recent audits of State Community College also are grounds for concern. An audit of funds for operation of a community center revealed payments of $3,442 to employees for July-August 1971, although the employees did not start working until September 1, 1971. No recovery has been made of the payments.

Federal audit results. The U. S. Department of Labor audited a federal grant for a building trades training program in November 1971. Expenditures of about $38,000 were questioned. No final determination has been made as of December 1972 on the questioned items.

The U. S. Department of Health, Education and Welfare audited grants for College Work-Study, for National Defense student loans and for Educational Opportunity. Expenditures for Work-Study of about $950,000 and for NDSL of about $323,000 were questioned because the college failed to meet matching requirements. Additional matching funds of about $147,000 appear to be required.

On examination of student files the HEW auditors found "that (i) ineligible students were awarded grants under the Educational Opportunity Grant program; (ii) students were employed under the College Work-Study Program before their eligibility was established; (iii) students were permitted to work excessive hours under the College Work-Study Program and (iv) supervisors did not certify that the students were performing satisfactorily."

Cost & Effectiveness. Cost per credit hour for all courses at the college far exceed state averages. For example,in 1970-71 Fine Arts at the college cost $130.14 per hour while the state average was $52.39 per hour. Trades & Industry cost $135.86 per hour although the state average is $61.95. (See Appendix 20.) Similarly, the FTE student-teacher ratio for occupational oriented courses at the college was 9 to 1 in 1970-71 while the state average was 17 to 1. (See Appendix 3.)

In addition, the data currently available on the completion rates of students in occupational programs at State Community College (see Appendix 15) and the performance of its baccalaureate transfer students at four-year schools (see Appendix 1) raise serious doubts about the overall effectiveness of this institution.

Recommendations. On the basis of the documentary and statistical evidence available to us, we recommend that a serious in-depth study of this operation be undertaken by an appropriate legislative body.

Furthermore, we recommend that the IJCB request for a half million dollar increase in operating funds for East St. Louis be denied and that funding be frozen at current levels,at least until some appropriate body such as the Legislative Audit Commission indicates that it is satisfied that financial and other irregularities have been corrected at the State Community College.

APPENDIX 37

DIFFERENCES IN PROJECTED AND ACTUAL HEADCOUNT ENROLLMENT BY COLLEGE, FALL 1972

Dist. No.	Name of Junior College	Projected Headcount Fall 1972	Total Enrollment Fall 1972	Number Difference	Percentage Difference
501	Kaskaskia	1,600	1,400	200	12.5%
502	DuPage	9,300	9,452	152	1.6
503	Black Hawk	(5,500)	(7,327)	(1,827)	(33.2)
	Black Hawk Main	4,700	6,083	1,383	29.4
	Black Hawk East	800	1,244	444	55.5
504	Triton	12,200	13,034	834	6.8
505	Parkland	4,500	4,147	353	7.8
506	Sauk Valley	1,800	1,837	37	2.0
507	Danville	3,200	3,049	151	4.7
508	Chicago City	(50,000)	(56,494)	(6,494)	(12.9)
	Kennedy-King	5,500	7,864	2,364	42.9
	Loop College	10,200	11,445	1,245	12.2
	Malcolm X	8,600	6,931	1,669	19.4
	Mayfair	5,400	5,208	192	3.5
	Olive-Harvey	6,500	4,566	1,934	29.7
	Southwest	5,800	5,679	121	2.1
	Wilbur Wright	8,000	13,732	5,732	71.6
509	Elgin	4,200	4,246	46	1.1
510	Thornton	7,500	6,054	1,446	19.2
511	Rock Valley	5,800	7,026	1,226	21.1
512	Wm. Rainey Harper	10,000	11,182	1,182	11.8
513	Illinois Valley	3,200	3,260	60	1.8
514	Illinois Central	9,000	9,392	392	4.3
515	Prairie State	4,200	4,169	31	.7
516	Waubonsee	3,900	3,915	15	.3
517	Lake Land	3,000	2,933	67	2.2
518	Carl Sandburg	2,200	1,833	367	16.6
519	Highland	2,500	2,814	314	12.5
520	Kankakee	3,500	3,905	405	11.6
521	Rend Lake	1,200	1,151	49	4.0
522	Belleville	6,000	6,636	636	10.6
523	Kishwaukee	2,000	1,696	304	15.2
524	Moraine Valley	6,000	4,505	1,495	24.9
525	Joliet	5,800	5,402	398	6.8
526	Lincoln Land	5,000	4,278	722	14.4
527	Morton	3,200	3,178	22	.6
528	McHenry	2,200	1,991	209	9.5
529	Illinois Eastern Colleges	(4,200)	(4,632)	(432)	(10.2)
	Lincoln Trail	1,000	830	170	17.0
	Olney Central	2,000	2,470	470	23.5
	Wabash Valley	1,200	1,332	132	11.0
530	John A. Logan	2,700	2,527	173	6.4
531	Shawnee	1,200	1,102	98	8.1
532	Lake County	5,100	5,013	87	1.7
533	Southeastern	1,400	1,229	171	12.2
534	Spoon River	1,300	1,084	216	16.6
535	Oakton	3,300	8,854	5,554	168.3
536	Lewis and Clark	2,500	2,579	79	3.1
537	Decatur	800	1,287	487	60.8
601	SCC E. St. Louis	2,600	2,762	162	6.2

APPENDIX 38

RANKINGS OF VARIOUS INPUTS AND OUTPUTS SELECTED DISTRICTS

	EAV per FTE 1971	Expenditure per FTE 1971	GPA of Transfer Grad 1972]	% Transfer Grad in Good Standing 1972	Students per 1000 Dist. Pop. 1972	% Passing Nurse Exam. 1972	Ratio of Occup. Grads. Employed in Related Field to Degrees Granted 1972
DISTRICT A	1	6	1	7	7	7	5
DISTRICT B	2	1	2	3	4	5	8
DISTRICT C	3	5	5	5	8	3	NA
DISTRICT D	4	4	7	3	2	1	NA
DISTRICT E	5	2	8	1	6	NA	6
DISTRICT F	6	6	3	7	1	NA	2
DISTRICT G	7	3	6	2	4	NA	NA
DISTRICT H	8	8	4	6	3	NA	3

APPENDIX 39

Athletic Programs

Most chief administrators told us that intercollegiate athletics did not have high priority in their junior college. However, most Illinois public junior colleges do have intercollegiate athletic programs.

Six of seventeen districts visited have large programs and field teams in major (football, basketball, baseball) as well as in generally less expensive, "minor" sports (golf, swimming, track, tennis). Nine districts visited had relatively small programs with participation in only one or two major sports, and two did not participate in intercollegiate athletics at all.

Athletic programs are financed from student activity fees, gate receipts, and district educational funds. The latter includes money from State allocations. The mix of funding sources varies from district to district. We were told on our visits that coaches receive either release time for coaching or additional payments. Information from the IJCB on salary policy for coaching in the various districts has been included at the end of this appendix.

Physical facilities for athletics were elaborate at some of the colleges we visited and nonexistent at others. For example, one college, Kennedy-King, had an olympic-size swimming pool and a football stadium. Administrators at other colleges told us that their school used the local high school's facilities.

Since football is a high cost sport it is probably undesirable for intercollegiate football programs to be established where they do not now exist. Furthermore, expensive and educationally questionable aspects of "big time" competition (high pressure and out-of-state recruiting, long trips, costly stadia) should be avoided in existing football or basketball programs.

Football scheduling may be an area where some economies might be made. Two Chicago colleges told us they had difficulty in scheduling games with other Illinois junior colleges. As a result, they had to schedule out-of-state games which normally are more costly because of distance, lodging, and other expenses. Yet, nine public junior colleges in northern Illinois play intercollegiate football. An Illinois junior college football conference has recently been proposed. Since it would result in fewer high cost out-of-state games as well as develop healthy interdistrict competition, that proposal should probably be implemented.

TABLE V - A

LABORATORY INSTRUCTION HOURS OR OTHER INSTRUCTIONAL-RELATED HOURS EQUALLING ONE LECTURE HOUR

Dist. No.		Junior College	Academic Advising	Baseball	Basketball	Football
501		Kaskaskia	RA	+ $625	+ $1250	N/A
502	Q	DuPage	5/week	8/18FTL-1Qtr.	8/18FTL-1Qtr.	6/18FTL-1Qtr.
503		Black Hawk	N/A	RT-4 hrs/year	RT-4 hrs/year	N/A
504		Triton	1-1	2-1	2-1	2-1
505	Q	Parkland	RA	Sep. Sal. Sched.	Sep. Sal. Sched.	Sep. Sal. Sched.
506		Sauk Valley	N/A	$500	$1,000	N/A
507		Danville	None	Special Comp.	Special Comp.	N/A
508		Chicago City	N/A	1.2 - 2.0	1.2 - 2.0	1.2 - 2.0
509		Elgin				
510		Thornton		Extra Comp.	Extra Comp.	Extra Comp.
511		Rock Valley	N/A	N/A	N/A	N/A
512		Wm. R. Harper	None	6 Cont. Hrs.	8 Cont. Hrs.	6 Cont. Hrs.
513		Illinois Valley	N/A	Monetary	Monetary	Monetary
514		Illinois Central	RA	N/A	N/A	N/A
515		Prairie State	None	+ $600	+ $1620	+ $900
516		Waubonsee	N/A	N/A	N/A	N/A
517	Q	Lake Land	None	+ $750	+ $1100	N/A
518	Q	Carl Sandburg	N/A	$500	$1,000	None
519		Highland		+ $880	+ $880	
520		Kankakee	None	Not Included	Not Included	Not Included
521		Rend Lake	N/A	Nom. Stipend-N/A	N/A	N/A
522		Belleville	N/A	Salary	Salary	N/A
523		Kishwaukee	Negotiated	Negotiated	Negotiated	Negotiated
524		Moraine Valley	N/A	N/A	N/A	N/A
525		Joliet	$660/year+	+ $700	+ $1275	+ $1325
526	Q	Lincoln Land	N/A	17 Cont. Hrs.	17 Cont. Hrs.	17 Cont. Hrs.
527		Morton	N/A	Extra Pay	Extra Pay	Extra Pay
528		McHenry		2	2	2
529	Q	Ill. East. Coll.	N/A	N/A	N/A	N/A
530	Q	John A. Logan	None	Stipend	Stipend	
531	Q	Shawnee	N/A	N/A	N/A	N/A
532		Lake County		Released Time	Released Time	N/A
533		Southeastern	RA	Monetary	Monetary	
534		Spoon River				
535		Oakton	N/A	N/A	3	N/A
536		Lewis & Clark				
601		SCC E. St. Louis	2			

KEY -- RA=Regular Assignment/N/A=Not Applicable/RT=Released Time

TABLE V - B

LABORATORY INSTRUCTION HOURS OR OTHER INSTRUCTIONAL-RELATED HOURS EQUALLING ONE LECTURE HOUR

Dist. No.		Junior College	Golf	Swimming	Tennis	Track	Other
501		Kaskaskia	+ $250	N/A	+ $350	N/A	
502	Q	DuPage	4/18FTL-1Qtr.	8/18FTL-1Qtr.	6/18FTL-1Qtr.	6/18FTL-1Qtr.	
503		Black Hawk	2/year	N/A	2/year	3/year	w,3;cc3;ch2;intra6/year
504		Triton	2 - 1	2 - 1	2 - 1	2 - 1	Gymnastics, 2 - 1
505	Q	Parkland	Sep. Sal. Sched	Sep. Sal Sched.	Sep. Sal. Sched.	Sep. Sal. Sched.	
506		Sauk Valley	$300	$500	$300	$500	cc, $300
507		Danville	Special Comp.	N/A	N/A	N/A	cc,w-Special Comp.
508		Chicago City	1.2 - 2.0	1.2 - 2.0	1.2 - 2.0	1.2 - 2.0	
509		Elgin					
510		Thornton	Extra Comp.	Extra Comp.	Extra Comp.	Extra Comp.	
511		Rock Valley	N/A	N/A	N/A	N/A	
512		Wm. R. Harper	4 Cont. Hrs.	None	4 Cont. Hrs.	6 Cont. Hrs.	cc4Cont.Hrs.;w6Cont.Hrs.
513		Illinois Valley	Monetary	N/A	Monetary	Monetary	Trainer-Monetary
514		Illinois Central	N/A	N/A	N/A	N/A	
515		Prairie State	+ $450		+ $450	+ $700	w+ $1155
516		Waubonsee	N/A	N/A	N/A	N/A	
517	Q	Lake Land	+ $500	N/A	+ $500	+ $1000	cc+ $400
518	Q	Carl Sandburg	$300	None	None	None	cc, $300
519		Highland	+ $440		+ $440		Intra.+$880;PE+$176girls
520		Kankakee	Not Included	Not Included	Not Included	Not Included	
521		Rend Lake	N/A	N/A	N/A	N/A	
522		Belleville	Salary	N/A	N/A	Salary	
523		Kishwaukee	Negotiated	Negotiated	Negotiated	Negotiated	
524		Moraine Valley	N/A	N/A	N/A	N/A	
525		Joliet	+ $485		+ $485	+ $700	+ $485
526	Q	Lincoln Land	17	17	17	17	
527		Morton	Extra Pay	Extra Pay	Extra Pay	Extra Pay	w-Extra Pay
528		McHenry	2	2	2	2	
529	Q	Ill. East. Coll.	N/A	N/A	N/A	N/A	
530	Q	John A. Logan					
531	Q	Shawnee	N/A	N/A	N/A	N/A	
532		Lake County	Released Time	N/A	Released Time	Released Time	
533		Southeastern	Monetary		Monetary		
534		Spoon River					
535		Oakton	N/A	N/A	3	N/A	
536		Lewis & Clark					
601		SCC E. St. Louis					

KEY -- RA=Regular Assignment / N/A=Not Applicable / RT=Released Time

APPENDIX 40: IEFC ADMINISTRATIVE SURVEY FORMS

CHIEF EXECUTIVE OF THE COLLEGE

1. If your campus received extra unearmarked money, what do you think it should be spent on? Rank the items from 1 (most important) to 14 (least important). (There should be no duplication of ranks; i.e., one number 1, one number 2, etc.)

_____ scholarships
_____ buildings
_____ learning resources center (library)
_____ baccalaureate-transfer instruction
_____ occupational instruction
_____ remedial instruction
_____ other general/adult education courses
_____ public and community service projects
_____ improved public relations efforts
_____ more parking lots
_____ student counseling and guidance
_____ in-service faculty training
_____ institutional research
_____ other (specify) _____

2. Describe briefly the articulation processes between your college and the public and nonpublic high schools in your district.

3. Describe briefly the measurable objectives of the occupational curricula of your college.

4. Describe briefly the measurable objectives of the general studies (adult, continuing) program of your college.

5. Describe briefly the measurable objectives of the remedial (developmental, preparatory) program of your college.

6. Describe briefly the measurable objectives of the baccalaureate transfer programs of your college.

7. Please attach a table of organization or organization chart of your college.

8. Please attach a list of public and community service activities conducted by your college in the last year. Note on the list the approximate number of people who participated in each.

9. Describe briefly your duties and responsibilities as chief executive.

10. Does your board have any kind of "in-service" training or orientation for its members? If so, describe it briefly.

11. Does your board have rather firm policies delineating its role and that of the chief executive in (a) administration and (b) policy-making? If so, what are they?

12. Name and title of the person answering this section.

_____

_____

CHIEF INSTRUCTIONAL ADMINISTRATOR

1. Please attach a list identifying (by name and catalog number) those courses which are essentially remedial, and indicate how frequently each is offered. Please list separately for (a) baccalaureate curricula, (b) occupational curricula, (c) other general studies, INCLUDING courses in Developmental and Preparatory Studies or Basic Skills (M.I.S. code 4999).

2. Please send copies of any studies which have been done on or about your campus on faculty and student attitudes on any of the following:

   a) effectiveness of academic programs, including remedial.
   b) appropriateness of academic programs (e.g., "Do vocational and baccalaureate programs belong on the same campus?" "Is remediation an appropriate junior college function?")
   c) effectiveness and responsiveness of the administration.

3. Of the students who were in remedial courses last fall (1971), what percentage did not receive passing grades? _____

4. Of those baccalaureate transfer students who dropped out last year, what percentage had previously been in at least one remedial course?
   _____ part-time students
   _____ full-time students
   Of those occupational students who dropped out last year, what percentage had previously been in at least one remedial course?
   _____ part-time students
   _____ full-time students

5. What are your criteria for refusing a student entry into:

   baccalaureate transfer curricula

   occupational curricula

   general studies

   What percentage of your students in the fall of 1971 were not accepted into the curriculum of their first choice? _____

6. What was your faculty turnover rate in each category (percent leaving each year for all reasons) for each of the last three years?

1969-70	1970-71	1971-72	
_____	_____	_____	overall
_____	_____	_____	baccalaureate transfer instructors
_____	_____	_____	occupational instructors

7. Faculty assignments to courses
   Check the three which most nearly apply to developmental-remedial-preparatory courses:
   _____ 1. The most senior faculty are generally selected to teach them.
   _____ 2. The most junior faculty are generally selected.
   _____ 3. Those who are particularly interested are selected.
   _____ 4. Those who have "always" taught them are selected.
   _____ 5. Those who volunteer because they need the money are selected.
   _____ 6. Those with special training are selected.
   _____ 7. Those the dean or chairman doesn't like are selected.
   _____ 8. Those the dean or chairman does like are selected.
   _____ 9. Those who have had past success in these courses are selected
   _____ 10. Other (explain) _____

8. Mark with a "G" the three statements above which most nearly apply to General Ed ("Evening" "Adult") courses.

9. Mark with a "T" the three statements above which most nearly apply to transfer-baccalaureate courses.

10. Do full-time faculty members who also teach evening or other special courses receive extra money? _____ If so, explain

11. Describe briefly the pre-service training or orientation provided for new faculty members at your campus.

12. Describe briefly the program of in-service faculty training conducted by your institution last year, and the program planned for this year.

13. Among courses offered last year, what was the average (mean) retention rate (percentage of students receiving a grade other than "W" or other grade that indicates non-completion of the course)?
   _____ overall
   _____ occupational programs
   _____ baccalaureate programs
   _____ remedial courses
   _____ other general studies courses

14. Describe briefly the criteria used in deciding whether to offer a new course or curriculum. Please include a description of how the need or demand is assessed and what you consider "optimum" or "efficient" class size. Are the criteria the same for courses in all curricula? _____ If not, how do they differ among curricula?

How many completely new courses have been added for this academic year?

15. Describe briefly the criteria used in deciding whether to drop a course or program.

How many courses which were offered in 1971-72 academic year were dropped for the 1972-73 academic year? _____

16. How many "home-bound" students were enrolled in your college in 1971-72? _____

17. How many TV course offerings did you have last year, and what was the total enrollment?

18. How many courses did your institution offer in off-campus and extension centers in 1971-72, and what was the total enrollment in them?

No. of Courses	Enrollment	
_____	_____	off-campus
_____	_____	extension

19. Does your junior college have a program which permits advanced high school students to take college-level courses? _____ If so, describe briefly.

20. Does your institution have any consortia contractual arrangements or other cooperative relationships with other nearby junior colleges or senior institutions? _____ If so, describe briefly.

21. Describe briefly your relationship with private junior colleges or any other training school in your district.

22. What time does the earliest class begin at your campus? _____
The latest? _____ Do you hold Saturday classes? _____

23. What is your formal procedure for evaluating the effectiveness of individual baccalaureate courses?

Of individual occupational courses?

Of general studies?

Of particular disciplines or curricula?

24. Student characteristics:

Number	Percent of total enrollment	
_____	_____	Male
_____	_____	Female
_____	_____	Less than 21 years old
_____	_____	21 - 35 years old
_____	_____	35 - 50 years old
_____	_____	Older than 50 years
_____	_____	Veterans
_____	_____	In the top 1/4 of high school graduating class
_____	_____	In the bottom 1/4 of high school graduating class

25. Name and title of person filling out this section:

_____

_____

OCCUPATIONAL CURRICULA

1. What is the title of the person responsible for the occupational curricula? _____

   What is the title of his immediate superior? _____

2. List the programs or projects at your institution in which students can participate in practical field experience ("work-study," "on-the-job training," "internship"). For each program, indicate (a) the number of student spaces available, (b) the number of applicants, and (c) the number of participants.

3. Do you identify occupational or general studies students who are in "in-service," "retooling" or "upgrading" training? _____
   If so, how many are there?

Occupational	General Studies
_____ full-time students	_____ full-time students
_____ part-time students	_____ part-time students
_____ total	_____ total

4. Briefly describe the relationship between your school and the local Secondary Area Vocational Center. Describe particularly any cooperative programs or divisions of labor between your school and the center.

5. Briefly describe the relationship between your school and the local office of the Illinois State Employment Service.

6. Do you identify those students whose continuing education is being subsidized (tuition payment, time off) by their employers? _____
   If so, how many? _____ full-time students; _____ part-time students.
   What proportion are enrolled in which programs?

7. How much money (unearmarked grants) did employers or industries contribute to your school last year? _____

8. How much money did employers or industries provide in earmarked grants or training contracts? _____ For which curricula?

9. If any private firms contributed equipment, facilities, or instructors to the college, please list those contributions.

10. Do you think the placement procedures in your institution need strengthening? _____ If so, how?

11. Do you think the counseling services in your institution need strengthening? _____ If so, how?

12. Name and title of the person who filled out this page.

    _____

    _____

COUNSELING

1. What is the title of the person responsible for the counseling, guidance, or advisement program? _____
   What is the title of his immediate superior? _____

2. How many people are assigned exclusively to this function?
   _____ full-time professional
   _____ part-time professional
   _____ full-time clerical and other
   _____ part-time clerical and other

3. Is there a formal division of labor among counselors (e.g., academic advisors, psychologists, career advisors)? _____ If so, how many (full-time and part-time in each category?
   _____
   _____
   _____

4. Briefly describe the role of faculty members in the advising or counseling process.

5. Briefly describe any special counseling programs you may have (for example, peer advisement programs, programs for "dropins" from 4-year schools, occupational students, older returning students).

6. How many counselors are available for evening students? _____
   If none, what provision is made for these students?

7. Are students in your institution required to see a counselor or advisor:
   _____ before entering a curriculum?
   _____ before registering for courses?
   _____ each semester?
   _____ once a year?
   _____ on student request?
   _____ when in academic difficulty?
   (Check all that apply.)

8. Describe briefly the criteria used for guiding students toward particular curricula, especially into remedial or developmental courses.

9. Describe briefly any practical obstacles confronted by students transfering to senior institutions. Obstacles might include application fees, non-uniformity of forms, unavailability of spaces, course prerequisites, non-transferability of credits, and difficulty in getting financial aid.

10. What percentage of students in the baccalaureate-transfer programs transfer to other schools before they are granted an associate degree?
    _____ full-time students
    _____ part-time students
    What percentage transfer to other programs in your school?
    _____ full-time students
    _____ part-time students

11. Briefly describe your school's orientation program for new students.

12. Name and title of person filling out this section
    _____
    _____

PLACEMENT

1. What is the title of the person responsible for the placement function? _____ What is the title of his immediate superior? _____

2. How many people are assigned exclusively to the placement function?
   _____ full-time professional
   _____ part-time professional
   _____ full-time clerical and other (describe)
   _____ part-time clerical and other (describe)

3. How many part-time or temporary jobs (less than 30 hours) did the placement service find for students last year? _____

4. How many students were employed on the campus last year? _____
   (A check of financial aid office may be necessary to answer this question.)

5. How many students registered with or otherwise indicated intent to use the placement services last year?
   _____ full-time students
   _____ part-time students
   How many of these were placed in permanent jobs related to their course of study?
   _____ full-time students
   _____ part-time students

6. How many different employers came to the campus to hold interviews last year? _____

7. What provision is made for placement services for evening students? (Check as many as appropriate)
   _____ none
   _____ placement officers work nights; number ____
   _____ bulletin boards
   _____ information mailed out
   _____ other (describe)

8. What is the formal role of the placement officer in course and curriculum development?

   The informal role?

9. Does the faculty have any formal or informal role in placement? ____
   If so, describe briefly.

10. Describe your relationship with the local office of the Illinois State Employment Service.

11. Name and title of the person answering this section.

    _____

    _____

APPENDIX 41

SUMMARIES OF JUNIOR COLLEGE VISITS

BY THE ILLINOIS ECONOMIC AND FISCAL COMMISSION STAFF

As an integral part of this study, the Illinois Economic and Fiscal Commission staff visited 19 community colleges (14 districts) during the last half of November 1972.

Two-man teams spent about 12 man hours in preparation for each visit--studying faculty and administration responses to our surveys, comparative data from the IJCB and a wide variety of materials which the college sent at our request.

Who and what they saw during the two days spent at each college depended on its particular characteristics. However, in nearly every instance our staff interviewed the president, dean of instruction, occupational dean, counseling and placement personnel and public relations officer. They frequently also saw the president of the student body, a faculty organization representative, the business manager and computer personnel. In addition, at most campuses survey interviews were completed with about one hundred students. An effort was made to select these students in proportions which made our sample roughly representative of the characteristics of the student body as a whole.

Lastly, our teams gathered impressions of the physical facilities of the college--their design, functionality, safety and maintenance.

Visit summaries in this section cover the following colleges and districts:

Dist.	College
501	Kaskaskia College
502	College of DuPage
508	Kennedy-King College
508	Malcolm X College
508	Olive-Harvey College
508	Wilbur Wright College
510	Thornton Community College
512	William Rainey Harper College
514	Illinois Central College
517	Lake Land College
519	Highland Community College
520	Kankakee Community College

Dist.	College
522	Belleville Area College
525	Joliet Junior College
526	Lincoln Land Community College
529	Illinois Eastern Junior Colleges
534	Spoon River College

Kaskaskia College (District #501)

Kaskaskia College has completed Phase I construction (library, gymnasium, and vocational-technical building), but is still operating mostly in temporary buildings. The College has about 1400 students (about 1150 FTE), and 54 full-time faculty. Sixty percent of the students are in baccalaureate-transfer programs.

Kaskaskia College was formerly Centralia Junior College; over 90% of students were baccalaureate-transfer before 1965. Many of Kaskaskia's administrators were in the administration of Centralia Junior College, and retain a strong baccalaureate orientation. (We asked about the school's relationships with "private junior colleges or any other training school in your district," and a campus executive responded that "No other private junior colleges are located within District 501." There are two cosmetology schools in Centralia, presumably teaching the same thing Kaskaskia teaches in its cosmetology course.)

This baccalaureate emphasis is reflected in the follow-up data which show Kaskaskia transfer students doing as well as native students in public senior institutions, while, for example, almost one-third of Kaskaskia's Registered Nursing graduates failed the professional exam on first testing last year.

Vocational labs and shops do have excellent equipment and facilities, but the impression persists that there is a lack of executive direction for vocational programs. Despite a report of the Division of Vocational and Technical Education almost ten months ago which criticized the fact that vocational faculty have a heavier teaching load than baccalaureate faculty, this situation is still uncorrected.

Kaskaskia'a learning resources center is very innovative, especially its Media Center, which is both creative and well-managed. Administratively, the learning resources center is awkward--the Library and the Media Center submit separate budgets, and their materials are not cross-catalogued. The facilities are presently underutilized, but the planned extension of service to the community should rectify this.

Kaskaskia College is involved in very few cooperative educational programs, but is a member of a newly-formed junior college purchasing cooperative in Southern Illinois.

The administration's attitude toward State agencies generally, and the Illinois Junior College Board particularly, can best be described as one of amused tolerance. They make a conscientious effort not to be in direct violation of any regulations, but seem reluctant to initiate anything. Part of this can be explained by a rather strained relationship among administrators, faculty, and the local board. Factions of

administration and faculty curry the favor of board members, and morale generally seems to be ebbing.

Kaskaskia's relations with its community are cordial, if distant. It offers few off-campus courses, and its public relations officer works only part-time at that task. Virtually all academic officers recognize the need for outreach, especially for students needing remedial work, but there is no active program to accomplish this.

The administration expresses great concern with student welfare, but this seems to be paternalistic rather than collegial. Further, the student lounge (there is no cafeteria) is ill-ventilated, poorly lighted, and badly maintained.

Management generally appears to be somewhat half-hearted, with both space and equipment underutilized.

The impression with which one emerges is that Kaskaskia is a community college with great potential. That potential is not being realized under the present administration.

College of DuPage (District #502)

Perhaps the most notable factor about the College of DuPage is its obvious affluence. Over half of the students report family incomes over $12,000 and for 40% of the evening students and 20% of the day students this is personal, not parents', income. Over 75% of the students own at least one car. DuPage County has the highest density of Ph.D.s in the nation after Santa Clara County in California. The mean faculty salary of $15,468 for men and $14,039 for women is claimed to be the highest in the State, and is often referred to as "the high cost of keeping the union out." Even the temporary buildings were the high quality, large steel buildings rather than wooden bungalows.

The College of DuPage appears to have excellent institutional research personnel who utilize computer techniques well. They do frequent and thorough community needs and interest assessments and student follow-up surveys (FOCUS). All record-keeping details are handled by computer. All high schools (more than 12) and eight colleges in the area use DuPage's IBM 360/40 computer for on-line registration.

DuPage is involved in several consortia arrangements including joint purchasing. Plans for a common calendar, schedule and catalogue are under way with six local private colleges.

The Developmental Learning Lab at the College of DuPage deserves special note. It is open 62 hours per week, and in addition to providing remedial offerings in reading, math, English and study skills, it also includes individualized course offerings in accounting, anthropology, psychology, sociology, and languages, etc. The environment is informal, comfortable, helpful and friendly.

The library has installed the magnetic tattle tape system and can therefore have very open spacing of materials and study areas.

The College of DuPage appears to have an outstanding placement program which includes academic and occupational placement for all students on a lifelong basis. They have developed a Computerized Vocational Information System (CVIS) with five terminals for student use. This system seems to be a breakthrough in the field of vocational placement in the community college system, and administrators of community colleges who are unfamiliar with it should acquaint themselves with it.

The college is the only one in the State which has divided into cluster colleges on the Claremont and Santa Cruz (California) models. A faculty-administrative team traveled around the country to study clustering and to recruit faculty. The cluster colleges expect to take on separate identities over time, and after one year there is evidence of one college leaning toward the performing arts and another toward the health sciences. Each college includes several occupational

programs and a comprehensive sample of baccalaureate faculty and offerings. Each cluster college has responsibility for a portion of the district in matters such as needs and interest assessments, high school contacts, and general community relations. This seems to be working well.

In conclusion, the College of DuPage appears to be benefitting from a fortuitous combination of (a) large enrollments leading to economies of scale, (b) a district wealth, and (c) sound academic and fiscal planning.

Kennedy-King College (District #508)

Kennedy-King College is located on the south side of Chicago in a predominantly black area which is socio-economically and educationally depressed. It has a headcount enrollment of 7,864 students for Fall, 1972, most of whom are in the occupational program. These enrollment figures represent a dramatic increase in the student population from the Spring semester of 1972 when the headcount was 4,927. This increase is generally attributed to the opening of the college's new facility.

Kennedy-King had just moved into an impressive megastructure at the time of our visit in November, 1972. The building has over 900 rooms, three of which are large meeting rooms. There is a well-equipped theater that seats 450 people and a separate playhouse that seats 75. The gymnasium seats 1100, and there are special facilities for gymnastics, wrestling, and dancing. The college also has an olympic size swimming pool with a gallery.

The classrooms, lab areas and shops seemed very well-equipped and spacious. The Resource-Skills Center will be equipped with PLATO (35 terminals are planned) and other audio-visual materials and staffed with personnel to help students with special problems or supplement regular course work. Films will be housed in a special film collection area. The library has a reading area, private research rooms, and a reading lounge. There are lounges and faculty offices located throughout the building, large cafeteria facilities, and a student center. Overall, the building is physically impressive, but it has a maze-like quality, the result of its many corridors and rooms.

The leadership of the college seems committed to a racially integrated approach to education and actively seeks to enroll all ethnic groups. The working relationship between the faculty union and the administration seemed cooperative.

Kennedy-King gives a choice to those whose educational preparation has been inadequate. Students can either take remedial courses or they can work on their own in the Resource-Skills Center. There is no information currently available on how successful this approach is.

Kennedy-King's institutional research appears to need improvement. Student evaluation of courses occurs, but there is a low return rate. In the past information received went only to the instructor and his department chairman, but now it is openly available. Some follow-up studies have been attempted. The Occupational Dean mentioned one for which there was a massive mail-out, but there was only a 7% return--not enough on which to base firm conclusions. There seemed to be no regular periodic follow-up studies.

There was also a weakness in counseling. The college has over 1000 students for each professional counselor. Students are not required to see a counselor before enrolling, choosing a program, or selecting courses. A limited effort is being made to ease this situation through peer counseling and academic advisors. There are also plans for a city-wide mobile counseling unit.

The placement office at Kennedy-King is run by a para-professional. Although one person seems inadequate for the number of students involved, the officer was active in the community, reportedly meeting with over a hundred employers a month. A manpower survey is conducted monthly for job opportunities,and a listing of all employers in the area is maintained. There is some effort to ascertain employer and employee satisfaction.

Kennedy-King has several student and community service programs. For example, impressive day care facilities are available at the college. The school is also involved in a large drug abuse program, Cultural Uplift, Headstart Supplementary Training, Public Service Courses, and several other federal grant-type programs.

Malcolm X College (District #508)

Malcolm X College is located on the west side of Chicago in what is generally regarded as one of the worst ghettoes in the country. The population is overwhelmingly black, with a significant Spanish-speaking minority and a few whites. Most students at Malcolm X are in the lowest income levels and otherwise disadvantaged. Many are welfare recipients and ex-convicts.

Malcolm X's total headcount enrollment for Fall 1972 was 6932, a substantial decline from Spring 1972 enrollment of 8020. The president's explanation for the drop was that the college was tightening up on enrollments to check abuse of the free tuition system. Class attendance is now being taken to identify dropouts and non-attenders, and to weed out those who are "not serious" about education.

The physical plant of Malcolm X college consists of one large and impressive new building. The college is well equipped with modern educational and auxiliary facilities. Closed circuit television is used extensively. The school is well maintained and there is a sense of pride that is readily felt and seen in the student body.

Malcolm X has been aggressive in pursuing community and business support. The First National Bank of Chicago has contributed an IBM 1401 computer, and the Zenith Corporation has donated an interpreter.

Malcolm X is significantly involved in community service. For example, some faculty members volunteer to teach courses at Statesville prison. Many students and faculty are involved in community affairs. The college's large public relations office is very active.

The president of the college is impressive. He runs the administration with strict discipline. A less forceful approach might not have brought the college into existence, but it is not certain that this is the approach needed to maintain its existence. Most of the administrators at Malcolm X seem competent and well-versed in administration policy, although there was a recognized need for more technical expertise in the business office.

The administration expects faculty to be on campus at least thirty hours a week to insure interaction with students. The faculty reward structure and workload are determined by union contract, and there have been serious conflicts with the union. The college originally had 75% of the faculty on tenure, but it is now down to about 20%.

Malcolm X has been an unusually innovative institution. Instead of remedial courses, the college allows the student to work in a

regular course until he masters the course objectives. Until he does, he receives a grade of "R". There are no "failures." Regular courses are supplemented at the student's option, by the Learning Skills Center, which consists of programmed teaching (PLATO), student tutors and regular faculty.

Because of the high cost and reported ineffectiveness of professional counselors, the counseling service is currently being reorganized. Peer counselors and paraprofessionals will do much of the counseling, under the guidance of a professional.

One major weakness of Malcolm X is its lack of institutional research. The only information on the impact of many programs seems to be subjective impressions. This is especially unfortunate since Malcolm X is largely an experimental institution. There is little follow-up information available, which makes it difficult to judge the success of occupational and baccalaureate programs. The college has also been remiss in gathering standard statistical information on enrollment and other data required for State accountability. An unevaluated experiment is difficult to justify, especially when resources are hard to come by. Future public support of Malcolm X College could be endangered if it does not begin to generate objective institutional research.

Malcolm X has a unique cooperative agreement with the University of Massachusetts which allows a student to obtain a B.A. in the Massachusetts Urban Education Teacher Project while enrolled at Malcolm X. There is also a dual enrollment arrangement with the University of Illinois, Chicago Circle.

A word should be said about Malcolm X's educational mission and the way it is trying to fulfill it. The college is dedicated to the economic, social, and political advancement of blacks through formal education. Black culture is used as a rallying point to advance opportunities for black people as a group. Individual students and their personal desires may be subordinated to the objective of a general social movement. There may be something to be said for such an approach from the point of view of Malcolm X's black students, but the environment thus created may have unfortunate effects on non-black students.

Olive-Harvey College (District #508)

Olive-Harvey College is located in an industrial area on the southeast side of Chicago. The college had a Fall 1972 headcount enrollment of 4468 (2734 FTE), down slightly from Spring 1972. The college is supposed to serve a community which is predominately black, with a white minority of about 35%. Whites are not being reached by the college in numbers that reflect their proportion of district population.

Eighty to ninety percent of the faculty are tenured. This inhibits the school's ability to institute new programs and educational approaches. Tenure also means seniority, which means salaries in the higher brackets. According to the president, 75% of instructional expense is in faculty salaries, leaving little for other educational needs. Further, some faculty do not spend much time on campus.

Olive-Harvey seems fairly well equipped in its occupational courses and science labs, but the severely limited space of its temporary campus hampers activites somewhat. The college is revamping its occupational advisory committees to better reflect the community and its employment opportunities. The college in the past has not really fulfilled its assigned role in the Chicago system of concentrating on engineering programs.

Currently, the school has neither a placement office nor any personnel permanently assigned to that function. There is a plan to open such an office in the spring, financed by a federal grant.

Counseling in the past has been inadequate. There seemed to be little direction or program guidance for students. The college is attempting to correct the situation through in-service training for counselors.

There are no remedial courses at Olive-Harvey, remedial needs are handled in the regular courses, with only a reading laboratory to supplement regular course work.

Among the basic problems at Olive-Harvey is the quality of administrative leadership. Though many of the administrators seem competent and dedicated, they are not organized into an efficient team. Administrators seem isolated from one another, creating serious administrative and morale problems.

Olive-Harvey has had difficulty in supplying basic institutional data, such as program enrollments. There are few graduate follow-ups or college-wide studies of program effectiveness. This may be corrected by the new director for institutional research, who has begun to plan and implement a comprehensive management information system.

The school's community service programs have been limited by lack of funds and leadership. Service to the community consists mostly of offering facilities for meetings and similar events.

In the spring of 1972 the IJCB staff visited Olive-Harvey and was severely critical, suggesting that the college be given a year's probation to correct its most serious inadequacies. The staff suggested that consideration be given to phasing out Olive-Harvey and having the new Chicago State University take over the educational mission in the community. There was evidence that some of the IJCB criticisms were being dealt with through affirmative action.

Olive-Harvey could perform a unique mission in its community. A junior college should be able to offer more accessibility and flexibility than a senior institution, as well as greater emphasis on teaching rather than research and publication; it can also offer vocational programs to aid members of the community in training for employment. Despite the real dedication of some personnel, however, it is questionable that Olive-Henry College can fill this role under current leadership.

Wilbur Wright College (District #508)

Inadequate facilities, powerful union, and very able front-line administration are the salient impressions from the Wright visit.

Wright has been housed in a three-story brick building for 34 years. The building was originally built as a junior high school. The classrooms seem well maintained and well lighted, but are cramped and do not allow flexibility in use. The occupational facilities are particularly inadequate, evidenced by the close quarters in which the mechanical and electrical engineering students have to operate.

The faculty at Wright is top heavy in rank (for example, no one in Social Sciences below assistant professor) and is organized into a very strong union. The administration views the current union contract as the single greatest constraint operating on the institution. Instructional costs absorb a disproportional share of operating revenues because of high salaries and low faculty work loads, averaging 12 contact hours per week. Furthermore, because the union contract requires that openings at any of the city colleges must be first made available to faculty currently working in the other six, any restructuring of the faculty to meet changing priorities is made particularly difficult.

Front line administration at Wright seems particularly capable. The Dean of Technical/Occupational and General Studies has instituted a number of worthwhile changes in those programs in the five years he has been at Wright. For example, in order to establish an identity for the program, he has physically relocated the T/O and G.S. administrative offices outside the main building and into a mobile facility. He has acquired three full-time counselors who work directly for him. This has allowed him to offer a very personalized and comprehensive counseling service to T/O and G.S. students. He views this as the most critical part of his administration.

The Dean of the Transfer Program, who is also responsible for research and evaluation and experimental education, has been in that position at Wright for only a few months. He told us he plans several changes in the counseling procedure for transfer students. (Transfer counseling was recognized as a weakness in a 1970 study.) Faculty advisement, now accounting for nearly one half of counseling personnel, will gradually play a smaller role in the counseling process. In addition, counselors will be permanently assigned to particular students.

He candidly admitted that nothing in the way of good self-studies of effectiveness had been done at Wright. However, both he and the occupational dean have been preparing files on which to base follow-up studies on graduates and dropouts. Follow-up analysis on Wright transfers to four-year schools is now under way.

The Director of Adult Education and Community Service told us that the program has grown tremendously in the past six years. Four hundred different courses have been offered since 1968, and 200 will be offered this year. In addition, there are a number of special programs (political debates, films, ethnic nights, art fairs) offered during the year. Most of the adult courses are offered off-campus at different locations within the Wright area. Participation has been excellent, and a number of advisory groups as well as student and community surveys are used in course development. Courses and instructors are evaluated by students at the end of each semester.

Thornton Community College (District #510)

Thornton Community College serves a large, mobile, south Chicago population and hence its "service community" is larger than the district itself. Senior administrators said that they were not much concerned with district manpower limits or needs because a large percentage of the district residents work in the greater Chicago area.

The original plan for development of a junior college district was to include the Prairie State district which is adjacent, but "politics prevented it." The two campuses are only five miles apart. Proximity of other colleges would seem to make consortium arrangements easy for TCC. However, senior administrators thought funds for feasibility studies and start-up costs were essential before they could begin to comply with IBHE guidelines on inter-district cooperation.

Thornton Community College enrolled 6054 students (2863 FTE) for Fall 1972 of whom 56% were listed as general studies students, 25% as baccalaureate oriented, and 19% as occupational students. The vice president of academic affairs reported that general studies was almost exclusively remedial and was heavily enrolled by veterans trying to get a new start.

Senior administrators were surprised when informed that their Associate Degree in Nursing program had a poor pass-fail ratio on first tries at the licensing exam. They said they had been led to believe that they had one of the best nursing programs because the program director had reported 100% passage within 18 months of graduation.

When asked why IJCB data showed that 21% of Thornton's baccalaureate courses had less than 11 students, the vice president for academic affairs replied that the figure was distorted because of music students, whose private lessons were each counted as a course even though an instructor might actually work with several students during the course of an hour. Although these miscounts might account for errors in the "less than five" student category, they do not account for the fact that Thornton also reported 11% of their baccalaureate classes in the 5-10 category. (State average was 7% for enrollments of 5-10).

On the question of modifying curriculum development emphasis from baccalaureate to occupational to conform with current State and district priorities, several administrators took the position that it was not possible to add new occupational programs unless the school was growing (because it was not possible to get rid of faculty). Several also indicated that if the college did not offer occupational programs the students would take what was offered. Thornton's enrollment has been down for the last two years--a fact which they explain by the fact that their tuition has gone up from $6 per semester hour in 1968 to $14.50 at present.

Thornton has richly equipped television studios with numerous cameras and other equipment. But we found a large puddle of water on the floor of the main control room. Several electrical cords connecting live equipment to the electrical outlet were lying in the water. Our guide remarked that there were several leaks in the building and that it had not been accepted yet from the contractor. It has been occupied since September.

Faculty offices were especially roomy and well furnished; they occupied the perimeter of the building, giving them external exposure through waist-to-ceiling windows. Unlike other junior colleges visited, Thornton had separate rest room facilities for the faculty. By contrast the counseling office was in internal space, had only three chairs in a waiting area for eight counselors, had file drawers opening over secretaries' heads, and individual counselors' offices which were accoustically ill-designed and consequently echoed. Several administrators said that counseling, like occupational curricula, was not an institutional priority at Thornton.

According to our interviews and faculty survey, faculty morale is low, and the senior administration seems to be part of the problem. When asked about faculty survey responses indicating a lack of influence in planning and decision-making, the president indicated that "it is fashionable" for faculty to dislike their president. He said that he was strongly pro-faculty and would find a place for a faculty member in the administration rather than fire him for lack of student interest in taking his courses. He suggested that he would rather fire an administrator than an instructor.

Administrative responsibilities are poorly delineated by the table of organization, and the administrators themselves could not clarify their roles in some cases. A notable example was the provost position. We asked several senior administrators what the responsibilities of the provost were. The best answer we received was that, "He was really an executive vice president, but they thought they had too many vice presidents so they called him 'provost.'"

The president told us that IJCB rejected the plans for their new building and that it cost TCC a quarter of a million dollars to have them redrawn. When the revised plans were submitted, IBHE hesitated for some time before granting approval. The Phase I building has been occupied only since September 1972. Inside the main foyer, a large room with high ceilings, so many lights were out that it was almost impossible to see. The library occupies three stories in part of the interior of the building. The library stairs seemed unsafe during low-use conditions and in an emergency would be hazardous. The library has eight exits in order to meet fire regulations but there is no plan for exit surveillance. At least according to one administrator the monitoring of eight exits was impossible.

Thornton Community College is said by several administrators to be suffering from an unfavorable public image. Very little effort is being made, however, by the administrators we interviewed to take action in this area of recognized need. Increased community involvement and increased development of the occupational programs should be important priorities for Thornton Community College. In addition, a careful reconsideration and evaluation of the administrative organization would likely yield useful results.

William Rainey Harper College (District #512)

William Rainey Harper College is one of the larger junior colleges in the state with about 10,000 students in headcount--about 5,000 FTE. It has moved entirely out of its temporary quarters into new permanent buildings. Since building is not yet completed, facilities tend to be crowded and inadequate.

The new buildings are attractive and flexibly constructed, but the acoustics are not good in the larger rooms. The Learning Resources Center is excellent and has a strong audio-visual collection, but the checkout procedure is inconvenient and there is no security to speak of.

This lapse is uncharacteristic. Harper's administration is one of the most management-oriented (and generally the highest paid) in the state. The budget is presented in program form, and all administrators are on a management-by-objectives (MBO) system, which seems to work quite well. There is a strong institutional research effort, and no campus program goes unevaluated.

Furthermore, the modern management techniques do not appear to be mere window dressing. We discovered a number of cases where the results of institutional research had triggered changes in process--the strengthening of the placement office is one example--and where the MBO system had played an integral part in the reward structure for administrators.

Unfortunately, Harper may be too large and growing too fast to be a comfortable learning environment. The rapidity of growth has meant, among other things, that department chairmen have become full-time administrators, which faculty members feel causes the chairmen to lose effectiveness as spokesmen for the teaching staff.

Communication among faculty, administration, and students is not especially good. (Most students we talked to were unable to name any member of the administration, including the president.) The conscientious institutional research effort at Harper seems to be designed to enable the school to adjust its operations so that quality can compensate for impersonality. Formal inquiry, however, cannot fully substitute for personal contact.

Although Harper's student-faculty ratio is the highest in the state (33-1), Harper transfer students perform relatively well at senior institutions in terms of both grade-point average and retention rate. Harper's own follow-up research shows that 81% of their 1971 occupational graduates are presently either enrolled in college full-time or working in a field related to their educational program. The school's developmental learning lab, which has a competent and dedicated staff, seems to be effective, although the lab is in a noisy and inconvenient location.

Harper has only recently begun to move in the direction of intensive inter-institutional cooperation, mostly with other suburban community colleges. In conjunction with several secondary schools, Harper is organizing an area vocational cooperative. Harper administrators repeatedly expressed their willingness to share their considerable knowledge and other resources with other community colleges in the system.

William Rainey Harper College appears, overall, to be a well-managed operation which is very concerned with monitoring its effectiveness so that it can turn out a better student "product."

Illinois Central College (District #514)

The Illinois Central campus is characterized by a quiet air of efficiency. All of the top administrators are capable men, hard working and experienced. The success they've enjoyed not only in problem solving but also in planning is noteworthy. An important factor in explaining this, beyond their abilities as administrators, is the fact that they have a very tight grip on the decision making process at the college. This has provided them with a great deal of flexibility in implementing policy.

The most striking evidence of efficiency at ICC is provided in the unit cost data for the public junior college system. While unit costs of instruction increased at an average of $3.45 statewide in 1970-71, they decreased by $1.74 at ICC. The state average for instructional cost per student credit hour was $48.82 in 1970-71. At ICC it was $42.38.

One interesting example of efforts to achieve greater efficiency at ICC is its Student Service Center. Manned by students and designed to handle routine student problems and questions, the Center has helped solve the problem of having highly paid, professional counselors involving themselves in matters not requiring professional expertise.

Although a smoothly administered organization is necessary for an effective junior college, the quality of its teaching staff is certainly as important. In this regard ICC seems to have emphasized administration, possibly at the expense of faculty. Many of its new faculty are ex-high school teachers or recent college graduates with no previous experience as college instructors. There are a few examples of innovations in teaching such as the "interdisciplinary thematic units" introduced into the General Education curriculum, and the behavioral-objectives approach being taken in Freshman composition. In general, though, ICC seems to have placed its top priority on having a clearly organized structure, and this may constrain instructional innovation.

What effect this may have on the effectiveness of the various curricula at ICC cannot be absolutely determined. However, it can be observed that ICC baccalaureate-transfer graduates are not making an exceptional showing at Illinois public senior institutions. In many cases they have grade point averages below native students and students from other junior colleges. ICC has done some attitudinal follow-up studies on its graduates. However, the studies we saw were rather superficial, reporting only "representative" written comments from former students.

Hence, while one has to credit ICC for its efficiency, it is not clear that the college has had as much success in translating efficiency into effectiveness.

LAKE LAND COLLEGE (District #517)

Lake Land's Phase I buildings are unique. A circular design provides for maximum utilization of space for educational programs. About 73% of the total space is available compared to the system-wide average of about 67%. The buildings cost about $30 per square foot. The college president told us that Phase II buildings now under construction should cost less, about $27 per square foot. (See appendix 32 for floor plans.)

The student center is in a temporary building which is adequate on a short-run basis. However, because Lakeland's campus is rural, the center is important--particularly to day students. Therefore, better facilities should eventually be provided.

Lake Land participates in the Mattoon Co-op, a cooperative of eastern Illinois school districts which purchase paper products collectively. Its administrators said they also use state contracts in purchasing items such as typewriters and office machines.

Students may rent textbooks for $12 per quarter or 75¢ per quarter hour for those taking less than 12 hours per quarter. The operation is on a break-even basis. One minor problem we noted was the long lines of students in the book store to turn in books at the end of a quarter. Some additional space might be used to receive returns or some scheduling set up by class, curriculum, etc. to reduce the waiting time in line.

The college has a dental hygienist program, one of only four in the state. Agricultural occupation programs are major offerings because jobs are available in the district.

The college has discussed a consortium for occupational programs with Parkland and Danville, but no formal action has been taken on actually forming the consortium.

A handbook for academic advisers is given to each adviser for the purpose of assisting students in selection of classes. A special section deals with the four-year institutions to which Lake Land students are most likely to transfer. However, the handbook does not have a section on advice to occupational/career-oriented students, although approximately half Lake Land's students are in occupational programs.

At present formal student placement services function primarily to get students part-time jobs--not to place occupational graduates. The man responsible for placement wears several hats--financial aid, etc. However, Lake Land administrators claim that they are presently placing about 80% of their career graduates in the same field in which they had been trained. Most of this placement is performed by the instructors in the various career fields through their knowledge of and contacts with

employers in the district. While the current procedure may be appropriate for this college, the Student Services Office should assemble a central file of employers and other pertinent information from data available from individual instructors.

Highland Community College (District #519)

Highland Community College, formerly Freeport Junior College, serves about 1000 FTE students from parts of four counties in northwestern Illinois.

Highland was among the first community colleges in the country to have its own Foundation, a group of interested citizens who support the college and accept gifts and hold property in its behalf. This is a reflection of Highland's deep commitment to community service. The College offers a great number of off-campus courses (almost 100 last year with total enrollment of over 1600), most of which are supported entirely by local funds and not State aid.

Mail and telephone course registration simplify the process and encourage broad participation. Only five community colleges in Illinois have a higher ratio of headcount students to district population.

Highland's community services include not only off-campus course offerings but also specific cooperation with other educational institutions. Highland begins all foreign language courses in late afternoon, so that high school students can take them, since many small high schools have phased out their language programs. The college has agreements with local secondary vocational centers to prevent duplication of programs while still providing a full range of services. The University of Illinois has a Cooperative Extension Service Office on the Highland campus and conducts two agriculture courses jointly with the community college.

The faculty in both baccalaureate and occupational programs appears to be well-qualified and enthusiastic. The baccalaureate program is running smoothly but the occupational curricula suffer from lack of executive leadership. There has been no director or dean of occupational programs for well over a year. College officials say they intend to hire one soon.

Another immediate need of the college is institutional research. All the administrators we spoke to expressed a strong belief in accountability for performance as well as dollars, and they indicated their hope of finding a full-time institutional research professional in the near future.

Highland has a very dynamic president and a highly professional administrative staff, who are deeply committed to what they call "the community college movement."

On the whole, we found Highland Community College to be a friendly, cohesive, and exciting campus.

Kankakee Community College (District #520)

Kankakee Community College admitted its first class of students in 1968. In Fall 1972 it enrolled nearly 5000 students (1211 FTE). Occupational programs account for 51% of enrollment, up from 18% in 1970.

Kankakee has developed a new approach to instruction which is based on a business and industry model. The entire campus is geared to performance objectives. Faculty and deans are called Instructional Managers, and the responsibility for learning is placed on the student. Each class is structured in performance-based goals. Students are expected to master each week's objectives through a combination of instructional techniques. Classes meet once each week in a General Assembly Session (G.A.S.) for a group "lecture." Classes are divided into quiz sections of 12-16 students which meet also for one hour per week for discussion and testing. The third "hour" is a specially prepared "audio-tutorial" session on tape or video tape which the student masters on his own time.

Faculty and administrators are evaluated on a management-by-objectives (MBO) basis. All personnel arrive at performance objectives consensually with their supervisors, and retention and advancement are based on the joint evaluation of their progress toward attainment of their objectives. All administrators are expected to teach at least one course each year; last year, everyone did. Administrators seemed enthusiastic about teaching and said it helps their rapport with both students and faculty.

There has been a high faculty turnover rate for the past several years, (28% in 1970-71; 32% in 1971-72) but senior administrators feel that they have weeded out those who are unable to work within the objectives-based instructional pattern, and that they now have "the best faculty in the state." Faculty morale and instances of volunteer projects seemed unusually high, and senior administrators reported that a faculty union was extremely unlikely to take hold at KCC, unless required by law.

Kankakee has no standing committees. Decision-making is done by ad hoc committees composed of faculty, students, and administrators which disband after consensus is reached. We found no evidence to suggest that this system was not working well.

Kankakee had a very low rate of student success on the registered nursing exam. The senior administrators were unaware of the poor record, but the nursing staff had been recognized as inadequate on other bases and had been completely replaced last summer.

When asked why their student-faculty ratio was the lowest in the state at 14:1, senior administrators said they believed the data

were incorrect. Their calculation yielded a ratio of 28:1, but they did not count any part-time faculty. They claim special difficulty in fitting their system into the current accounting procedure, and end up counting the G.A.S. as a large class and each quiz section as a small class. This shows too many classes for their enrollment, but they do not know how else to report their process.

Kankakee Community College currently has cooperative arrangements with Prairie State for mental health, dental technology, child development and fire science. They coordinate human service and urban planning programs with Governors State, and they rely on Olivet Nazarene for all foreign language instruction.

The administrators we met seemed highly community oriented. The president expects to raise $1 million in the community for a fine arts and culture center adjoining the Phase II student center. The president said that he would prefer that KCC were known as a community learning center or a personal enrichment center rather than as a college because "college" scares off many of the people he would like to reach.

Kankakee is working with churches to maintain a center in a low income district in town where free GED preparation courses are offered. The Center is staffed by nuns, and KCC administers the funds and supervises the instructional program.

Kankakee's Phase I building houses the library, shops, science labs, classrooms, audio-tutorial labs, and business machine classrooms. It is attractive and well designed. The library especially is orderly and inviting. KCC will have a developmental learning lab, which administrators say will be unusually comprehensive since all courses at KCC have already developed tapes.

Kankakee Community College was a vital and exciting campus where everyone we met--faculty, administrators, students, and staff--was enthusiastic about their system and the potential of the college for the community.

Belleville Area College (District #522)

The Belleville Area College campus is two miles east of Belleville. The building is crowded, has no auditorium, student activity area, or kitchen facilities (it does have vending machines). However, the Phase II building should solve these problems when completed in the fall of 1974, since it includes a student services building.

The master plan the college submitted in connection with the Phase II building project appears to meet the minimum criteria of the IJCB. However, in estimating current manpower needs and forecasting future manpower needs, it does not tie the estimates and forecasts to specific needs of business, industry, or government. In fact, it lists such presumably major employers in the district as American Telephone and Telegraph, J. C. Penney Company, A & P Grocery Company, and National Food Stores without identifying the number of people they employ, much less the number and type of personnel they are likely to need in the future.

A more specific and sophisticated master plan should be filed with the IJCB as part of the current master planning process--particularly if such plans are to be an integral part of the recognition and quality control procedures of the State Board.

Belleville administrators indicated they thought they had made the transition from a baccalaureate-oriented institution to one which was equally fulfilling its vocational mission. We noted, however, that while their President's Report for 1971-72 estimated that 45% of total credit hours would be occupational by this fall, according to current IJCB data only 23.5% actually were.

We were told by the program director that Belleville's aviation programs face a problem if Southern Illinois University buys Parks Air College (a private school) as planned. Parks uses the same airport (Bi-State) as Belleville. It appears inefficient for SIU and Belleville to operate competing aviation programs at the same physical location. One possible solution would be for Belleville to operate the first two years of the program and SIU to offer the junior and senior level courses leading to a B.S. degree.

Among Belleville's other occupational offerings is a police entry training program (6 weeks - 240 hours) for new officers--the only one in the junior college system.

Belleville is currently discussing a consortium agreement with Illinois Eastern Colleges involving twenty occupational programs--ten at each college. The Belleville offerings in the consortium would

be concentrated in the health-related and aviation fields. Illinois Eastern would concentrate on agricultural and mineral technology programs. Illinois Eastern's board of trustees has approved the agreement, and it is presently being studied by Belleville. If implemented, this program should be operational in the fall of 1973.

The Dean of Occupational Programs told us that Belleville is considering discontinuing three occupational programs, one of which (agriculture) is included in the consortium with Eastern.

The Dean of Continuing Education and Community Services told us that the extension program has expanded rapidly in the past three years. Each high school district or unit district in the junior college district has a part-time coordinator who has handled development of the extension program in his area. The coordinators are well known in their communities (often retired school superintendents) and have been able to overcome the strong local feelings common in some rural areas. Instructors are usually high school teachers with a masters degree. Fall enrollment is about 1,600, and spring enrollment (assuming it follows past trends) should be about 2,200.

A peer counseling and tutoring program involving five student counselors was begun this year, but administrators said it was too early to assess its results.

Because its tuition rate is only $5 per semester hour, Belleville has lost State equalization funds of $3 per credit hour or about $250,000. Belleville had the lowest actual tax revenue per in-district FTE in the state ($342.29) in 1971. Belleville and Illinois Eastern had the lowest equalized assessed valuation per in-district FTE in the state. Their efforts to agree on areas of specialization and divisions of labor should be emulated by other districts with limited resources.

Joliet Junior College (District #525)

Joliet Junior College, originally founded in 1901, is the oldest junior college in the United States. The total headcount enrollment is 4,391 (2631 FTE) of which 53% are baccalaureate oriented and 47% are occupational students.

Since 1967 the college has been housed in 17 temporary buildings. Phase 1 construction was completed for the Fall 1972. The new building appears to be well-designed, and includes lounge and study space for private and group study throughout. The building won an award from the American Institute of Architects in conjunction with AACJC.

The administrators seemed to be of high quality and appeared to work closely together. The dean of occupational programs coordinated the Illinois Occupational Curriculum Project. The dean of instruction is committed to faculty in-service training and has conducted workshops in the writing of instructional objectives.

Joliet has consortium arrangements with Waubonsee, (CLU); the College of DuPage, (human services, auto mechanics, and horticulture); Prairie State (dental hygiene and child care); Governors State (nursing); Lewis College and St. Francis (recruiting and counseling the the disadvantaged). Joliet also offers space to Northern, Illinois State, and the University of Illinois for graduate instruction, including all courses necessary for a masters of business administration.

Joliet has a strong nursing program with all of their recent graduates passing the licensing exam. Their culinary arts program also seems to be exceptional. The program personnel operate the campus cafeteria, and the food is excellent.

A local chapter of the American Federation of Teachers is the recognized bargaining agent for Joliet faculty. The union has succeeded in raising starting salaries from a low of $6800 for an instructor with a masters plus 30 units in 1968 to $10,800 in 1971. The union also, however, reportedly prevents regular student evaluations of teaching for tenured faculty. In fact, course and instructor evaluations of tenured faculty are only done on a voluntary basis. Faculty are eligible for tenure after three years.

Lincoln Land Community College (District #526)

Lincoln Land currently enrolls 4235 students (2852 FTE) of which more than 70% are baccalaureate oriented.

The campus is located near Sangamon State University--an upper division and graduate institution--but some top administrators expressed little enthusiasm for the university. Informed sources suggested there was some territorial jealousy and competitiveness between the two institutions--or at least on the part of LLCC--which clouded the many potential joint arrangements which would be natural for the two schools.

Shops are excellently equipped but appear to be underutilized. The art studios have the best equipment in Springfield but the design of the space is poor. There are very high ceilings and an inefficient use of floor space, so that what could be a more than adequate studio seemed overcrowded.

The bookstore closes at 4:30 every day (except during registration) and does not open on Saturday at all. The library is not open on Saturday either, and on Sundays only from 2-5 p.m.

Faculty and student organizations are weak. The college is tightly run by the president and his administration, and several bids for a share of influence on the part of students and faculty brought about little or no change.

A North Central Accreditation student life committee found that 65% of the students felt that they did not have any communication with the administration and 79% indicated a desire for more. The same general finding was true for faculty as well but we could find no evidence that anything was being done to increase communication and interaction. Students may participate on faculty committees, but all committees at LLCC are merely advisory to the administration. This appears to have reduced both student and faculty willingness to involve themselves.

LLCC is one of the few campuses which has instituted a peer counseling program. It was started for orientation in Fall 1971 and seemed to serve an unmet student need. It was continued throughout the year with six to eight students rotating at the "peer counselor" table in a main hallway.

The regular counseling system was reported by students and faculty to be marginally effective. The Student Personnel Services office is purportedly designed on an open door concept, but the offices of the dean and the counselors are sheltered from student access by a wall and a large office of secretaries. The dean didn't believe that this structure might be a deterrent to students.

The placement officer has developed a good system in terms of the files collected on students who apply, but few students ever apply for employment through LLCC. Last year 13 applied and two were placed. The placement officer seemed capable of carrying out a full-scale placement operation, but since he also had counseling responsibilities, he had no time to go out into the community for personal contact.

Out of some 900 vocational students enrolled in 1971-72, only 52 graduated in June 1972. Of those only 25 were known to be working in jobs related to their course of study. Administrators indicated that a major follow-up study was currently under way, but no data from it was available at the time of our visit.

When State support for hobby, recreation, and leisure time courses was rescinded, the adult education program virtually ended. Lately there have been some attempts to redefine courses so that they will be eligible for credit. Some thought is being given to moving to a self-supporting program next year.

LLCC has great potential for a close and mutually productive relationship with Sangamon State University. Personal and/or political differences between the two colleges seem to be producing duplication in equipment (e.g., computers) and facilities (e.g., libraries).

The college also has a great potential role in the community, but so far there have been problems with outreach effectiveness, counseling, placement, and a general authoritarian atmosphere which some describe as uninviting.

Illinois Eastern Junior Colleges (District #529)

Illinois Eastern Colleges consist of a district office in Olney, Lincoln Trail College in Robinson, Olney Central College in Olney, and Wabash Valley College in Mt. Carmel. Each campus is about 40 miles from the other two colleges. The district covers in excess of 3,000 square miles and is geographically the largest in the state.

The administration of the three colleges is centralized in the district office. It reviews new programs and units of instruction and makes recommendations on presentation of the programs to the district board. All accounting, purchasing, inventory control and statistical reporting is done by the district staff. The Dean of Business Affairs told us that centralization of these functions has resulted in savings over having separate administrative staffs at each college and that no major problems have been caused by the centralization.

Each college currently has a building project in progress. The president of Lincoln Trail told us that his junior college is the first in Illinois to use the systems approach to construction. The Junior College Board and School Building Commission have been involved in this pilot project. A systems approach means that the total project is done in one phase. Different parts of the project proceed at the same time (planning, financing, contracting, etc.) using the critical path method of project management.

This project was supposed to take one year from start to completion. However, it is now expected to take twenty months. Administrators blame the delays partly on the hesitancy of contractors to bid on the project. Cost is estimated to be about $25 per square foot including casework or about $2,250,000.

The district has divided occupational programs among the three colleges. Except for business occupation programs, which are offered at all three colleges, the programs offered at each campus are not given at the others. For example, Petroleum Technology is only available at Lincoln Trail College in Robinson. The Dean of Instruction at Lincoln Trail told us that many in-district occupational students live too far away to commute on a daily basis to the college where the program they want is offered. The district office is now considering an area-wide bus system to allow students to commute from campus to campus and from home to campus.

The district has at least two unusual occupational programs--in petroleum and coal technology. The president of Lincoln Trail told us that their Petroleum Technology program was the only one east of the Mississippi River. It was developed in cooperation with various oil companies and the American Petroleum Institute. The initial class had 20 students, and 35 students are currently enrolled in the

program. Graduates have received beginning salaries between $9,500 and $10,000 per year. Before enrollment the students are told that while jobs are available for all graduates, most of the jobs are not in the local area. The college has received inquiries on the program from foreign countries and has enrolled two African students.

The Dean of Instruction at Wabash Valley College explained that the Coal Technology which was started this fall, was being developed in cooperation with the coal industry, state and federal government, the United Mine Workers and a mining company which is opening a large underground mine near the college. The company expects to employ about 600 persons. The program presently has twenty students enrolled. The company estimates turnover each year in personnel of about 10% or 60 employees and has indicated it should be able to employ all graduates.

The College officials said they hope to build a simulated coal mine in which students could operate machinery and learn underground procedure. They contend that use of an existing mine is not practical because of safety laws, work rules, liability and location. (This proposal has not yet been approved by the IJCB or IBHE.)

The extension program, which has about 2,300 students enrolled, is centralized in the district office and administered by a full-time dean. The three college deans of instruction thought that the high enrollment in evening extension courses may be due to the fact that the district has no tuition.

The district has a 25¢ rate per $100 of assessed valuation for education and building funds and a 10¢ rate for site and construction funds. It has the lowest equalized assessed valuation per in-district full time equivalent student ($177,204 for fall 1971) in the state. It does not charge tuition and, according to its administrators, will lose about $250,000 in State equalization funds in the 1972-73 school year. The chancellor told us that the concept on which the district was originally "sold" to local people was "no tuition".

The district serves about 37 out of each thousand residents directly through the educational program. Only two other districts serve a higher percent of residents. (See Appendix 24.) The feeling among the campus presidents was that extension enrollment would drop by about 50% and full-time day enrollment would drop but at a lesser rate, if tuition was charged.

Because of the unusual organization, this district might offer an opportunity to test new procedures, reporting systems, or structures for cooperation and coordination. Problems and pitfalls in an innovation might be revealed through pilot projects at the district level before statewide implementation. The district could serve as a model for multi-college districts in other parts of the state and for consortia or other methods of instructional specialization.

Spoon River College (District #534)

Spoon River College is located in the least populated junior college district in the state. As of Fall 1970, its district population was only 48,000. Current enrollment at SRC is 1086 (headcount), which implies a ratio of students per thousand district residents of approximately 23. This means that SRC is attracting students in proportion to its district population at a rate equal to the average rate for all junior colleges in the system.

The question is whether this is sufficient to sustain SRC as a viable junior college. Certainly the college is too small to take advantage of economies of scale available to larger institutions. The fact that 1970-71 unit costs at SRC were eighth highest in the state may be an overall indicator of inefficiencies inherent in a small college.

According to the administrators at SRC, the solution to these problems lies in annexation of new areas to the Spoon River district. This is not necessarily the case. Rather, the administrators at SRC could show much more imagination and make a far greater effort to compensate for the district's small size. Southeastern College is an example of a college which, on the basis of IJCB statistical data, seems to have achieved considerable success in solving the problems confronting a college located in a sparsely populated district. Southeastern is located in a district which had a population of only 49,600 in Fall 1970. Yet, the ratio of students to district population is 39 at Southeastern, considerably above the state average. In addition, many of the inefficiencies that plague a small college seem to have been overcome at Southeastern. In 1970-71 its instructional costs per student credit hour were third lowest in the system.

The experience at Southeastern would seem to indicate that smallness by itself is not a completely insurmountable problem. A greater proportion of district population can be reached through an aggressive and imaginative public relations effort. Greater efficiency can be achieved through institutional research and self studies. In both these areas, Spoon River has invested too little time and energy.

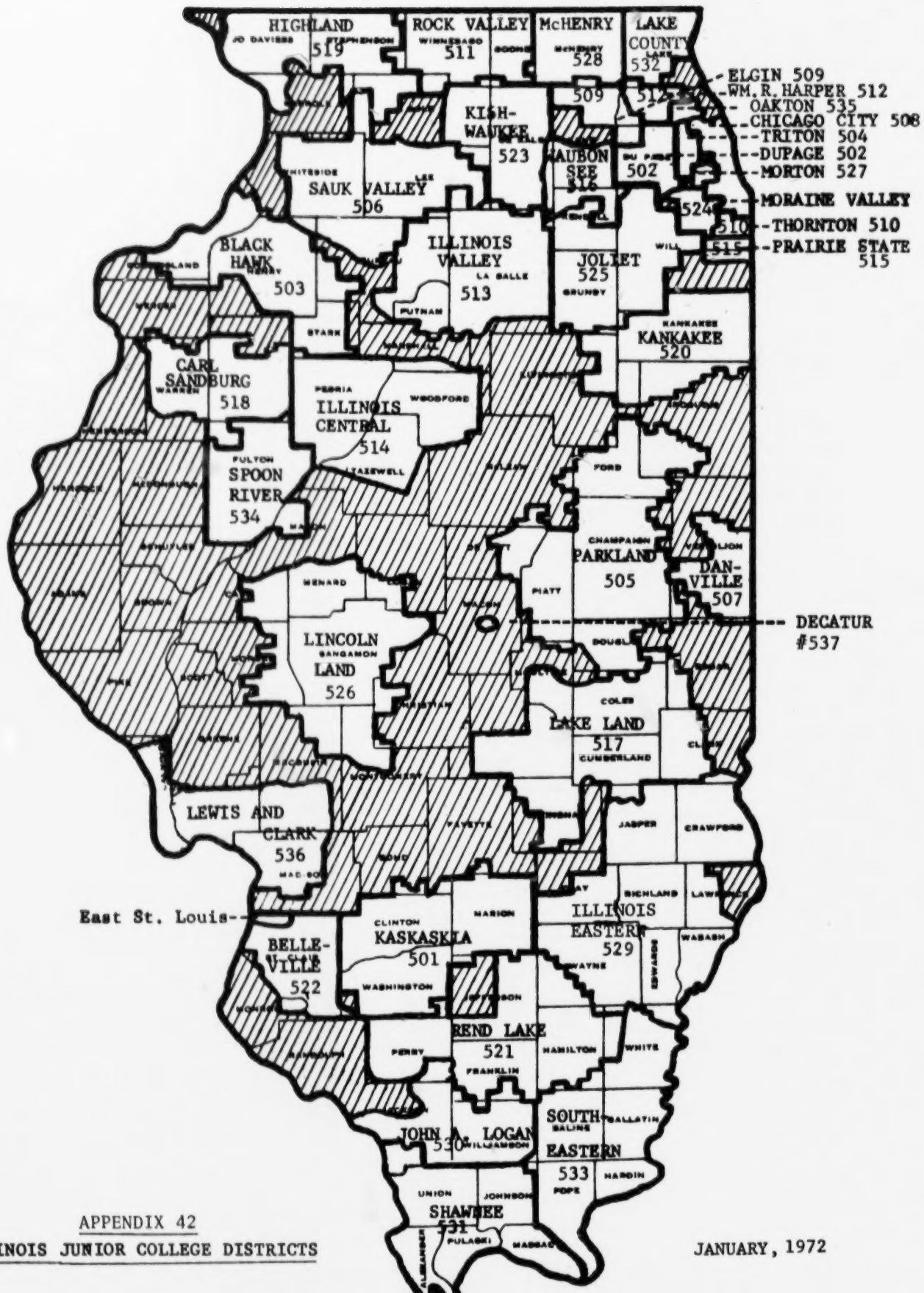
According to the dean of academic affairs, the public relations effort has involved infrequent visits to local high schools and occasional mailing of catalogs and other descriptive materials to high school teachers and counselors. (Plans are currently being made to involve the faculty to a greater extent in recruiting efforts.)

Institutional research is virtually non existent at SRC. A few follow-up studies on students have been done. However, the most recent study on baccalaureate transfer students had only a 15.5% response so that no meaningful conclusions could be drawn.

There are, of course, exceptions to these general observations. The dean of the vocational program was very aware of strengths and weaknesses in the occupational curricula, and was able to discuss in detail specific changes that had been made and were being planned. The library was another example of a very efficiently run operation.

In general, however, much more could be done internally at SRC to make it more efficient. Annexation is not the solution to Spoon River's problems.

One final observation concerns the facilities at SRC. In a word, they are deplorable. A new facility is under construction but will not be ready for at least another year. At that time, all but the vocational operations will be moved to the new campus. The decision to physically segregate the vocational people from the rest of the college could have the undesirable effect of establishing two separate identities at the college. It is certainly not consistent with the current state emphasis to make occupational curricula a top priority. Perhaps the plans to build an artificial lake at the new campus should be reviewed, and the resources used instead to benefit directly the people in the vocational programs.



APPENDIX 42

ILLINOIS JUNIOR COLLEGE DISTRICTS

JANUARY, 1972

APPENDIX 43

AGENCY AND INSTITUTION RESPONSES

It is IEFC policy to provide with each program analysis an appendix in which agencies mentioned in the report can respond to specific statements. All junior colleges and interested State agencies were invited to respond and were assured that their responses would not be edited in any way. The IEFC staff has commented upon the responses where appropriate.

Written replies were received from 23 junior colleges as well as the Superintendent of Public Instruction, the Division of Vocational and Technical Education, and the Illinois Junior College Board. Six colleges indicated we need not print their replies, which expressed general approval or suggested minor technical changes. Other responses are included in this order:

Office of the Superintendent of Public Instruction
Division of Vocational and Technical Education
Illinois Junior College Board
Kaskaskia College, District 501
College of DuPage, District 502
Triton College, District 504
Malcolm X College, District 508
Southwest College, District 508
Rock Valley College, District 511
Illinois Valley Community College, District 513
Waubonsee Community College, District 516
Carl Sandburg College, District 518
Kankakee Community College, District 520
Rend Lake College, District 521
Moraine Valley Community College, District 524
Joliet Junior College, District 525
Lincoln Land Community College, District 526
McHenry County College, District 528
John A. Logan College, District 530
College of Lake County, District 532

Each college president received only the pages of the draft which referred to his campus (the "tearsheets" referred to in the replies) and did not review the entire report. OSPI and the IJCB did review a complete draft.

State of Illinois
Office of the Superintendent of Public Instruction
Springfield, Illinois 62706

Michael J. Bakalis
Superintendent

January 3, 1973

Mr. Mark Lincoln Chadwin
Director
Illinois Economic and Fiscal Commission
610 State Office Building
Springfield, Illinois 62706

Dear Mr. Chadwin:

This is to acknowledge receipt of the report of the Illinois Economic and Fiscal Commission relative to their study of the Illinois public junior colleges. Enclosed please find my comments relative to this report.

Thank you very much for making this information available to me.

Sincerely yours,

Michael J. Bakalis

Michael J. Bakalis
Superintendent

State of Illinois
Office of the Superintendent of Public Instruction
Springfield, Illinois 62706

Michael J. Bakalis
Superintendent

January 3, 1973

Comments presented to the Illinois Economic and Fiscal Commission relative to their study of the Illinois public junior colleges. These comments may be included in the report in a section called "Agency Responses."

Chapter III - The Baccalaureate-Transfer Mission

It seems understandable that junior college freshmen have lower GPA's than university freshmen since higher education is much more accessible at the junior college due to the cost involved. The grade point deviation between native university juniors and junior college transfers appears to be so close there should be little concern about the difference, especially when we note that the comparison is made with junior college transfers rather than junior college transfers who are juniors at the university level. Statistics clearly indicate that students' grade point averages improve with the longer time they spend in the college environment and are not involved in developing within a new environment.

Chapter IV - Occupational Function

It appears that the mission of the junior college in technical training and education is not receiving the emphasis it deserves. The colleges and faculties regard this mission as a lower priority when it should rank as a top priority.

Chapter XIII - Interdistrict Cooperation and Statewide Coordination

My office has encouraged all secondary schools to form cooperatives with the public junior colleges for the purpose of providing comprehensive adult programs in the State. I feel that if all public junior colleges would pursue this cooperative arrangement, it would be possible to have a fully cooperative and comprehensive program available to the entire State.

State of Illinois

Office of the Superintendent of Public Instruction

DIVISION OF VOCATIONAL AND TECHNICAL EDUCATION

1035 OUTER PARK DRIVE, SUITE 201

SPRINGFIELD 62706

AREA CODE 217 · 525-4871

MICHAEL J. BAKALIS, EXECUTIVE OFFICER
SUPERINTENDENT OF PUBLIC INSTRUCTION

SHERWOOD DEES, DIRECTOR
TELEPHONE: 525-4870

December 29, 1972

Mr. Mark Lincoln Chadwin, Director
Illinois Economic & Fiscal Commission
610 State Office Building
Springfield, Illinois 62706

Dear Director Chadwin:

We have received a draft copy of your study of the Illinois Public Junior Colleges.

We wish our response published in the "Agency Responses" section.

This report regarding occupational education does not clearly identify the role, function and statutory responsibilities of the Board of Higher Education, Illinois Junior College Board, Board of Vocational Education and Rehabilitation, Junior College Districts and Public School Districts. As a result, the report is based upon erroneous and unsubstantiated data that leads from false assumptions to false conclusions.

We would be pleased to meet with the Commission to specifically correct the false impressions given by this report as it relates to the role of the Board of Vocational Education and Rehabilitation in occupational education in Illinois.

Sincerely yours,

Sherwood Dees

Sherwood Dees
Director

IEFC staff note:

Subsequent conversations with officials of the Division of Vocational and Technical Education have cleared up a number of the misunderstandings expressed in the Director's letter.

MEMBERS
Rev W. Brune, Chairman
Merlin Karlock, Vice-Chairman
Willard A. Brown
John K. Cox
Frank F. Fowle
Toussaint L. Hale, Jr.
Mrs. Carl H. Neyhart
James W. Sanders
Michael J. Bakalis

STATE OF ILLINOIS
ILLINOIS JUNIOR COLLEGE BOARD
544 ILES PARK PLACE
SPRINGFIELD, ILLINOIS 62718
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FINANCE OFFICER
William G. Matlack

AUDITOR-FISCAL ANALYST
Robert M. Ross

LEGAL COUNSEL
Kenneth H. Lemmer

January 3, 1973

Mark Lincoln Chadwin, Director
Illinois Economic and Fiscal Commission
610 State Office Building
Springfield, Illinois 62706

Dear Mark:

Thank you for your letter of December 23 and a copy of the preliminary draft of your report on the public junior colleges and the Illinois Junior College Board. We certainly appreciated receiving a copy of the initial draft and having an opportunity to offer some preliminary comments and suggestions for your consideration.

Because of the holiday season, I hope that you realize that the IJCB staff members have not had a chance for a detailed analysis of the report, nor have we had a chance to forward a copy to the members of the Illinois Junior College Board, so you must realize that the comments and suggestions below report only the general observations and initial reactions of the staff and not the IJCB members. We hope that we will receive copies of your report in time to mail to the IJCB members on the evening of January 10 for their review and discussion at their next meeting on January 19. We would like to receive a minimum of twenty copies of your report for distribution to the IJCB members and staff. We presume that you will be mailing copies to each of the community colleges and to other state agencies directly from your office.

Generally speaking, we wish to commend you and your staff for your forthright and candid study and report on the public junior colleges and the Illinois Junior College Board. You and your staff were able to consider a number of things in the study of the junior college system that we believe need to be studied. It is good to have an analysis of the junior college system by an independent agency. I am sure you would agree with us that your report has identified a number of problems that need further study and should not be considered a final and complete report on the topics that you have analyzed.

For instance, we certainly concur that much of the data and information available on the community colleges in Illinois is not complete nor sufficient to all the needs of local and state officials. We have been attempting to develop a research and management information system that would obtain appropriate data. There are still many steps to take, of course, and we hope to study and implement our MIS plan toward completion within the next year or two, particularly if sufficient funds and staff are provided.

In many cases data is available but limited resources have prevented thorough processing or analysis. In the past, data have not been consistently collected as part of a well defined system. We realize that you were forced to use the latest data readily available even though you would have preferred more appropriate data if time had permitted you to obtain such data. Much of the data you have thus reported is going to raise serious questions in the community college field.

There is a basic assumption underlying your report that will cause a great deal of concern among many people. It would appear that your report very definitely indicates that the State of Illinois, presumably through the Illinois Junior College Board, should take a stronger role in the coordinating, planning, evaluating, and decision-making regarding the public junior colleges of Illinois. Many people will agree with you and many people will disagree. We must point out, however, that the practice in the past has been to rely on local initiative and local administration of the community colleges as indicated in Section 2-12 of the Illinois Public Junior College Act with state coordination and approvals where required by law. We realize that with increased state funding that there will be demands for increased state decision-making.

We would offer the following general observations and suggestions:

1. It would be very helpful if you would identify the source of information on all of your charts and tables.

2. The report, in our opinion, does not adequately reflect the degree of coordination and cooperation that really exists between the IJCB and other state agencies. There is a great deal of informal cooperation currently existing between the IJCB staff and the staff of the Illinois Board of Vocational Education, even though some of the roles and responsibilities may not be clearly defined.

3. We are somewhat concerned by your statements on the purposes of the junior colleges and the acceptance of students in the baccalaureate-oriented areas. We believe that the junior colleges in the baccalaureate-oriented programs do have a role beyond just preparing people for upper-division work at the universities.

4. We are somewhat concerned by the comparisons on junior college data with data on other segments of higher education. For instance, we question your comparisons in analyzing the unit cost study data and the ACT reports.

5. It would be very helpful if a section could be added summarizing the key recommendations from the total report.

Again, we have tried to make some general suggestions and comments but not place in this letter the specific suggestions that might be identified by the staff and Board. We could provide such specific comments and suggestions after we have had a chance to review the final report. We also understand that each of the colleges had a chance to review the section on their college and may be responding with their suggestions. There appears to be some inaccuracies in several of these individual college reports.

We are in full agreement with your staff report which suggests that there are many areas and problems related to the public community colleges that have not been addressed, or addressed fully, by the Illinois Junior College Board. However, we also recognize, as does your staff report, that many of these concerns and problems can only be addressed with a substantial addition to the IJCB staff.

Also, we are most pleased with your agreement that additional funding is needed for the public junior college districts in Illinois as well as the IJCB office. Your support for the total FY74 budget request of the IJCB along with a study for FY75 financial needs is deeply appreciated.

The community colleges and the IJCB office has expended much of its time and energy in establishing and organizing the districts and campuses in the early years of the program since 1965. Funds have not been available to accomplish everthing desired. Hopefully, now that much of the system is established, the local community colleges and the state office can concentrate its efforts and energies on a number of the tasks identified in your report.

We would like to invite you and members of your staff that you select to meet with the IJCB staff to discuss this report. I will also talk with the members of the Illinois Junior College Board about the possibility of inviting you to meet with the members of the IJCB, possibly at their February 16 meeting, to discuss the report.

Please do not hesitate to contact us as we can be of any further assistance. My best wishes.

Sincerely yours,

Fred L. Wellman

Fred L. Wellman
Executive Secretary

FLW/ga
cc--Chancellors and Presidents
Burnie Horton
Allen Baker
Jim Holderman
Sherwood Dees
Jan Milligan
Andy Seidler
IJCB Members
IJCB Staff

IEFC staff note:

Item 1, page 2: Generally, unless sources are otherwise identified in either the tables or the explanatory text, data are from IJCB publications.

Item 3: The IJCB's own "Standards and Criteria" document states:

> Baccalaureate Oriented: Liberal arts and sciences and general education curricula are designed to qualify a student for transfer from the junior college to a college or university offering the baccalaureate degree.

Item 4: After initial conversations with IJCB staff, statements were added to the text to qualify further the unit cost comparison.

Item 5: A summary has been prepared.

KASKASKIA COLLEGE
Junior College District No. 501
SHATTUC ROAD • CENTRALIA, ILLINOIS 62801
AREA CODE 618-532-1981

December 27, 1972

EUGENE McCLINTOCK, ED. D.
PRESIDENT

VIRGIL I. BOLERJACK
DEAN

DUANE K. KESSLER
BUSINESS MANAGER

Mr. Mark L. Chadwin, Director
Illinois Economic and Fiscal Commission
610 State Office Building
Springfield, Illinois 62706

Dear Mr. Chadwin:

If it were not for the fact that individuals who read the report of the Illinois Economic and Fiscal Commission would assume that the report was prepared by responsible individuals who had used factual data in an ethical and/or professional manner to support the conclusions stated in the report, our attitude toward the report would be the same as our attitude toward state agencies as erroneously stated in the report of the Illinois Economic and Fiscal Commission: amused tolerance.

The report of the Illinois Economic and Fiscal Commission is one of contradiction, i.e., on tear sheet IV, page 11, Kaskaskia, second paragraph, it was reported that 60% of Kaskaskia College students failed the tests for Registered Nurse on their first attempt, and in the third paragraph of the summary report on Kaskaskia College, it is reported that almost one-third of Kaskaskia's Registered Nursing graduates failed the professional exam on first testing last year.

We find that most of the other assumptions and conclusions stated in the report prepared by the Illinois Economic and Fiscal Commission have been as carefully researched and edited as the section dealing with the success of graduates of the Associate Degree Nursing Program of Kaskaskia College. (The report even ranked Kaskaskia College program areas where program(s) were not offered and had never been offered at Kaskaskia College.)

For readers of the report prepared by the Illinois Economic and Fiscal Commission, it is recommended that the report be supplemented by reports and/or recommendations prepared by:

1. The North Central Association of Colleges and Secondary Schools, Report of a Visit to Kaskaskia College, 1966, e.g., from Section II, Significant Aspects of the Institution, comments are as follows:

"Decision making seems to be carried on through use of the collective intelligence of faculty and administrators. Consequently, faculty should find a strong equity in determining the course of the College. The Faculty Senate, Student Council, and various committees lend credence to the observation that opportunities are made available to the faculty and students to have their voices heard."

2. *Illinois Junior College Board, Visitation Committee Report, 1971, e.g., the Summary and Recommendation Section stated:*

"Kaskaskia College is an excellent institution. The college is most well-planned. The visitors can offer no specific suggestions for improvement except to encourage the institution to continue in the planning mode that it has developed in the past few years since becoming a Class I junior college.

The visitors are pleased to recommend that Kaskaskia College be granted recognition by the Illinois Junior College Board for the coming academic year."

3. *Evaluation Report of the Occupational Education Program, State Board of Vocational Education and Rehabilitation, 1972, e.g., in the General Conclusions and Determinations Section, it was reported:*

"Good foundations have been laid for various and sundry occupational programs which have personal, social, and economic relevance. There is strong movement to assure that all functions and services of the College relate as directly and fully to the needs of non-university parallel students. There are functioning programs in each of the five areas of Industrial Oriented, Health, Agriculture and Applied Biology, Business Marketing and Management, and Personal and Public Services. There is only one program in Health.

The existing offerings can be strengthened by the addition of programs which are suggested by manpower needs.

The college has facilitated a good rate of development of occupational education and related services."

4. *Southern Illinois Chapter of American Institute of Architects, 1971, e.g., the S.I.C.A.I.A. awarded:*

Hellmuth, Obata, and Kassabaum, in association with Anthony L. Deley, Architects, the Design Merit Award for outstanding work expressed in the design of Kaskaskia College.

5. *Department of Registration and Education, State Board Test Pool Examination, i.e.:*

> *The pass-fail record at Kaskaskia College is of significance only when compared to the pass-fail records of graduates of the first graduating class of other Associate Degree Nursing Programs in the State of Illinois and/or the nation.*

The excerpts stated in the preceding paragraphs, taken from records and reports prepared by competent and responsible individuals, provide an interesting contrast to the allegations, innuendos, distortions, and gross errors in fact as included in the report of the Illinois Economic and Fiscal Commission. A comprehensive review of the above reports would provide additional contrasts in assumptions and conclusions.

It is requested that this correspondence be included in the Appendix of the report of the Illinois Economic and Fiscal Commission.

Submitted by,

Eugene McClintock

Eugene McClintock, President
Kaskaskia College
Junior College District #501

EM/mkb

cc: The Honorable William C. Harris, Senator; Chairman of the Illinois Economic and Fiscal Commission
The Honorable Tobias Barry, Representative; Vice Chairman of the Illinois Economic and Fiscal Commission
The Honorable James Donnewald, Senator
The Honorable Harold Stedelin, Representative
The Honorable Don Brummet, Representative
Dr. James Holderman, Executive Director, Illinois Board of Higher Education
Dr. Fred Wellman, Executive Secretary, Illinois Junior College Board
Dr. L. H. Horton, Jr., Executive Secretary, Illinois Community College Trustees Association
Members of the Illinois Council of Public Community College Presidents
Members of the Board of Trustees, Junior College District #501

IEFC staff note:

President McClintock is perfectly correct about the discrepancy in percentage of failure on the Registered Nursing examination. The correct figure is 60%, highest in the state.

The Department of Registration and Education reported that 19 graduates of Kaskaskia had taken the Licensed Practical Nursing examination and all had passed, even though Kaskaskia has no LPN program. See the general discussion on R & E on pages 27-28.

It is possible that the North Central Association was correct in 1966, and the IJCB staff was correct in 1971. The report expresses our professional judgment as of November 1972.

The 1972 VocTec report referred to in Item 3 goes on to say:

> "...administrators and instructors do not have a clear picture of organizational structure...Decision making responsibilities, etc., are not clearly defined...There is evidence that communication channels are not clearly established... Total occupational program objectives do not exist...Faculty interviews indicate that some students have not been directed to enroll in the courses which are appropriate to their program of study."

As for Item 4, the attractiveness of the buildings is not in question--only their efficiency.

To compare Kaskaskia Nursing students with those of another first graduating class, as requested in Item 5, it may be noted that the first graduating class of Joliet Junior College's nursing program all passed the Registered Nursing examination on the first testing (see Appendix 17).

COLLEGE OF DuPAGE • GLEN ELLYN ILLINOIS 60137 • TELEPHONE 312-858-2800

RODNEY BERG PRESIDENT

December 26, 1972

Mr. Mark Lincoln Chadwin
Director
Illinois Economic and
Fiscal Commission
610 State Office Building
Springfield, Illinois 62706

Dear Mr. Chadwin:

I appreciate very much the tear sheets of the study of the Illinois Economic and Fiscal Commission. I especially appreciate your invitation to respond to this material. There are one or two comments that I would make as a matter of adjustment of your information.

The first of these would be in reference to the first paragraph dealing with College of DuPage which states "perhaps the most notable factor about the College of DuPage is its obvious affluence." I feel this would be better stated if it were to read "perhaps the most notable factor about the District of the College of DuPage is its obvious affluence."

Comment: While the District is affluent in the terms that you have reported, the resources available to the college through its authorized tax rate and other factors does not make College of DuPage affluent in any sense of the word. Our per-student cost has consistently been lower than many of the colleges of the state of Illinois and will probably continue to be both by management and by necessity.

The final comment in this paragraph says that "even the temporary buildings were the high quality, large steel buildings rather than wooden bungalows."

Comment: Our Board determined early that since these buildings were to be a part of the total campus of College of DuPage, the cost of permanent steel structures would be far less than replaceable wooden bungalows. The comment in your report implies gross expenditure without relating to long-term economic advantages. Our simple statement would be that the construction of large steel buildings is an economy to this district rather than an expression of affluence.

Your second paragraph makes a reference to data processing which, if true, would be delightful, but is slightly in error. It should read "several high schools (more than 12) and some colleges in the area use IBM 360/40 computer for on-line registration."

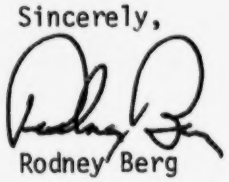
Comment: It is our intention and desire that all will participate. To this moment, however, the statement is untrue.

On the narrative of your report indicated in the tear sheets as page 6, you indicate a 100% retention rate in the occupational courses at DuPage. A more accurate statement of the condition would be virtually 100% placement of students occupationally qualified. Our retention rate would be closer to the 85% mark reported by other institutions.

On Section H, page 2, second paragraph, reference is made to weekly radio programs. DuPage has no radio. The closest we come to this is in-house transmission in the campus center.

In general, I found the tenor of your report accurate and factual and trust you will regard these corrections as being in the best interests of the report. We appreciate the opportunity to participate with you in it. Please let us know if we can be of any further assistance.

Sincerely,



Rodney Berg

RB:mjt
P.S. You have my permission to publish this report.

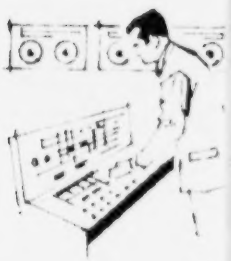
IEFC staff note:

The 100% retention rate for occupational courses was reported to us by the College of DuPage in response to our survey.

The weekly radio programs referred to are carried over commercial radio stations; any suggestion that the college supports a radio station was inadvertent.

DISTRICT No. 504
Board of Trustees
Elmore Boeger, Chairman
Robert M. Collins, Vice Chairman
Larry S. Bauer
Fred R. Knol
George E. McGee, Sr.
William T. Pearson
John C. Rizzo

TRITON COLLEGE
CAREER CENTER OF THE MIDWEST
2000 Fifth Avenue
Telephone 456-0300
River Grove, Illinois—60171
Area Code 312



December 29, 1972

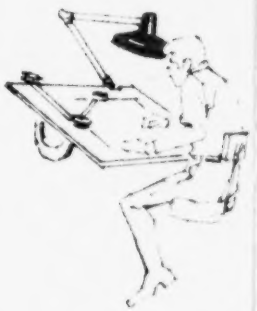
Mark Lincoln Chadwin
Director
Illinois Economic and Fiscal Commission
614 State Office Building
Springfield, Illinois 62706

Dear Mr. Chadwin,

Thank you for your letter of December 22, 1972 addressed to President Zeitlin. We have reviewed it carefully and find one area of grave concern and accordingly would request the following response be published.

On page 8 under the heading Operation and Maintenance you state that Triton College has a cost ratio of operation and maintenance to instruction in excess of .29. This is a major error as Triton College's annual audit for FY 1971 conducted by Kirby and McLean shows that instructional expenditures were $6,897,005 and operation and maintenance expenditures were $1,095,718 which gives a .16 ratio. According to the Junior College State Accounting Manual we have included in this $1,095,718 all expenditures related to security. By subtracting these expenditures Triton College would have a ratio of approximately .12 for FY 1971. Therefore Triton College certainly should be classified with the low ratios of .15 or below.

Your report further states that selected Junior College have $3.10 per square foot costs for operation and maintenance. For the record Triton College cost per



square foot for FY 1971 was $1.77. For this $1.77 cost I can assure you that you will find no better maintained campus in the state whether it be self maintained or contracted out.

Sincerely yours,

Richard Francetic
Dean of Business Management

IEFC staff note:

Figures used in compilation of the ratio of operation and maintenance expenditures to instructional expenditures were taken from Table XXXIII of the IJCB report "Operating Financial Data of the Illinois Public Junior Colleges for 1971-72." The ratio of .29 is correct for FY 1971 based on the audited figures reported by the IJCB.

RF/mre
cc: President Zeitlin
Vice President Simonsen
Vice President Dale

COPY OF WESTERN UNION TELEGRAM

JANUARY 2, 1973

MR. MARK CHADWIN
ILLINOIS ECONOMIC AND FISCAL COMMISSION
ROOM 610 STATE OFFICE BUILDING
SPRINGFIELD, ILLINOIS 62706

FOLLOWING IS AGENCY RESPONSE FROM MALCOLM X COLLEGE: IT IS TRUE THAT MALCOLM X COLLEGE'S EDUCATIONAL MISSION IS BUILT AROUND THE ESSENTIAL FACTORS OF ECONOMIC, SOCIAL, AND POLITICAL ADVANCEMENT OF BLACKS THROUGH FORMAL EDUCATION. HOWEVER, THE COLLEGE'S OVERRIDING MISSION IS THE ACHIEVEMENT OF EXCELLENCE IN ALL ASPECTS OF LIFE. THE COLLEGE BELIEVES THAT THIS IS AN IMPORTANT GOAL FOR ALL PEOPLE. THE ACHIEVEMENT OF EXCELLENCE INCLUDES THE TOTAL DEVELOPMENT OF HUMAN POTENTIAL.

INCULCATION OF BLACK CULTURE SHOULD NOT BE OBJECTIONABLE TO ANY PEOPLE BECAUSE IT HAS BEEN IGNORED FOR TOO LONG. IF AMERICA IS TO BE A BETTER PLACE, ITS PEOPLE MUST BE WILLING TO LEARN ABOUT ALL CULTURES. MALCOLM X COLLEGE IS A PLACE WHERE THIS LEARNING CAN HAPPEN.

DR. CHARLES G. HURST JR.

Southwest
College
7500 SOUTH PULASKI ROAD, CHICAGO, ILLINOIS 60652 AREA CODE: 312-735-3000

Office of the
President

December 29, 1972

Mr. Mark Lincoln Chadwin, Director
Illinois Economic and Fiscal Commission
610 State Office Building
Springfield, Illinois 62706

Dear Mr. Chadwin:

I request publication of this letter, together with the Illinois Economic and Fiscal Commission report, since the report requires additional clarification.

Southwest College (formerly Bogan Junior College) rented evening facilities for the first ten years of its existence, 1960 until September, 1970. Classes were offered only in the evening, from 4:00 p.m. to 10:00 p.m. In addition, the facilities did not possess any technical-vocational facilities that could have been utilized by the college students. Due to these restrictions, the development and expansion of career programs was severely handicapped.

In September, 1970, Bogan moved to its permanent site with a new identity--Southwest College -- and new goals. Since that time, the college has had a rapid and substantial growth in the number and type of technical-vocational courses offered. New career programs were added and/or expanded in the following areas:

Aviation Administration
Flight Training - To Solo
Ground School Instructor Training
Transportation, Motor Fleet
Law Enforcement
Data Processing
Child Development
Commercial Art
Library Assistant
Medical Secretary

CCC
City
Colleges of

Due to the demand on the part of our students and community, we continue to offer a wide spectrum of business courses: accounting, merchandising, typing, shorthand, and management. A cooperative mid-management program, that provides on-the-job experience for our students, has been developed with the Ford City Shopping Center merchants, Sears, and the Jewel Tea Company. We are expanding the cooperative education concept to the finance, accounting, and typing programs.

In September, 1972, a new concept in typing training for the handicapped was offered at Southwest College. The program provides a "tailor-made" approach for each handicapped individual -- governed by the number of fingers he has on each hand. Once the student has mastered the basic technique, he can take advanced typing courses with our regular students. The course was the result of months of research and development by members of the staff. In January, 1973, twenty handicapped students will be awarded certificates for this course.

The faculty and staff have been striving to add Health Career programs (A and B priorities) at Southwest College. We have been attempting to secure approval of a two-year Nursing program for the past 18 months. Applications have been filed with the Illinois Junior College Board and the Illinois Department of Registration and Education. To date, the Nursing Committee of the Department of Registration and Education has not approved our requests. The requirements for additional data have been met, and currently our request is being reviewed for a third time by the Committee. The need for the Nursing program in the community is evidenced by a list of Nursing applicants that exceeds 400 to date, and that continues to grow. Nursing and Health Career programs would enrich our curriculum and would provide a source of trained personnel for the community and for Chicago.

COMPLETIONS

A review of Form VE 504, for the fiscal year ended June 30, 1972, reveals that Southwest College had 122 occupational program completions. Based on an average occupational program enrollment of 1,800 at Southwest, this represents a 6.8% completion rate. This 6.8% rate is a marked improvement over the .4% rate cited in the report, and reflects the end of the first two-year period with both a day and an evening school operation.

Any analysis of program completions cannot rest merely on statistical data, however, since many variables affect this type of study. For example, a

substantial number of occupational enrollees take one, two, or three courses to up-date their present skills or for job advancement. Thus, they leave before earning a certificate or degree but after achieving their immediate educational goal. Other students, successful in their first college endeavor, may transfer prior to graduation. All these variables must be considered -- and weighted -- in any type of completion analysis.

To insure the continued growth and expansion of career programs, we are presently constructing an additional building on campus, 12,000 square feet, that will be devoted exclusively to career programs. The building will house seven classrooms, data processing laboratory, aviation laboratory, and a health careers classroom and laboratory. The building will be ready for occupancy on February 1, 1973.

Future planning for Southwest College envisions a continual expansion of the following programs: Data Processing, Law Enforcement, Aviation- Transportation, Child Development, Nursing, and Health Careers. In addition, certificate programs will continue to be stressed to insure recognition of the educational achievements of the part-time student. Additional career training for the physically handicapped is being developed and will be implemented in the immediate future.

Southwest College has made substantial advances in the development and implementation of career programs. I am confident that this progress will continue and will benefit our students, community, and college.

Respectfully,

Virginia R. Keehan

Virginia R. Keehan
President

IEFC staff note:

The difference between our 0.4% figure and Southwest's 6.8% rate for occupational completions stems from a difference in the definition of program completions. We used formal program completions as exemplified by the granting of a Vocational Certificate or an Associate of Applied Science Degree. Record of such certificate and degree conferral is kept by the Illinois Board of Higher Education. Southwest bases their 6.8% rate on program completions as reported on the Division of Vocational and Technical Education's Form VE 504. The definition of program completion for this form is much looser and includes students who do not formally complete all program requirements.

President Keehan is correct in pointing out the difficulties in analyzing program completions. However, despite these difficulties most junior colleges did report substantially higher formal completions in their occupational program than Southwest. (See Appendix 15.)

Rock Valley College

OFFICE OF THE PRESIDENT

December 27, 1972

Mr. Mark Lincoln Chadwin, Director
Illinois Economic and Fiscal Commission
610 State Office Building
Springfield, IL 62706

Dear Mr. Chadwin:

In response to your 'draft tearsheets' of your report on community colleges, may I offer the following observations:

1. Obstacles to cooperation. Another factor preventing cooperation among community colleges may be distance. A number of districts cover large geographic distances, and when combined with other districts, a student would be required to travel a prohibitive distance to take advantage of a program in a center community college. Few of us are structured to handle housing if a student wished to live near the college. Most of our vocational-technical students are employed and commute to the community college for part-time study. Therefore, effective cooperation among community colleges in programs is a desirable objective, but the life-styles and economic practicalities governing the community college student may be more restrictive in working toward implementing cooperation than was considered in your report.

   It is unfortunate that some community colleges do not permit chargebacks for part-time students in specialized vocational-technical programs. It would be my guess that a number of such programs consist essentially of part-time in-district students. Thus, restricting chargebacks to full-time students is contrary to the community college philosophy and the realities of certain programs themselves.

...more

3301 NORTH MULFORD ROAD / ROCKFORD, ILLINOIS 61101 / (815)226-2611

2. Placement. Although our college has an active placement service as cited by your report, one should consider that the community college system is relatively new in this state and many of the colleges have been absorbed with developmental problems rather than consideration of output priorities.

Further, I believe there is a serious weakness at the state level in assisting our business and industry community to understand community college vocational-technical programs. I am not aware of any sophisticated program at the state level for on-going orientation of business to the community college.

More distressing yet is the lack of sophistication exhibited by state agency personnel in the complexity of community college education. I am not acquainted with one state official who has had thorough line experience in a comprehensive community college. Yet, in many instances, these are the people who establish criteria for measuring the effectiveness of this particular system of post-secondary education.

Sincerely,

Karl J. Jacobs

Karl J. Jacobs
President

dd

Illinois Valley COMMUNITY COLLEGE
RURAL ROUTE ONE, OGLESBY, ILLINOIS 61348
TELEPHONE: 815 223-7710

December 29, 1972

Mr. Mark Lincoln Chadwin, Director
Illinois Economic and Fiscal Commission
610 State Office Building
Springfield, Illinois 62706

Dear Mr. Chadwin:

We have your letter of December 22 and the tear sheets of pages five, eight, and nine in which references are made to Illinois Valley Community College. We wish to submit this letter for publication in the "Agency Responses" section of your final report.

In regard to the section of the report dealing with purchasing under State contracts, we are probably included among those junior college districts referred to in paragraph three on page five. We do purchase items such as typewriters and duplicating and office equipment through State contracts but we have not notified the Department of General Services of our purchases by filing a duplicate purchase order with this office. Illinois Valley will be pleased to follow the procedure of notifying the Department of General Services of such purchases if they wish us to file a duplicate purchase order with them.

On pages eight and nine reference is made to the fact that Illinois Valley Community College is one of those whose ratio of operating and maintenance costs is high in relation to instructional costs. We should like to establish that there is a valid reason for this ratio to be high at the present time. For the past four years we have been paying an annual rental of $210,000 for our interim facilities. This rental is classified as an operating cost. If the temporary buildings had belonged to the district, the cost would

have been shown as a capital investment rather than an operating cost. Its classification as an operating cost necessarily causes our ratio to be significantly higher than it otherwise would have been.

Sincerely,

ILLINOIS VALLEY COMMUNITY COLLEGE

R. Earl Trobaugh

R. Earl Trobaugh
President

RET:dd

Waubonsee Community College

Illinois Route 47 at Harter Road • P.O. Box 508 • Sugar Grove, Illinois 60554 • Phone (312) 466-4811

December 28, 1972

Dr. Mark Lincoln Chadwin, director
Illinois Economic and Fiscal Commission
610 State Office Building
Springfield, Illinois 62706

Dear Dr. Chadwin:

We appreciate the opportunity to respond to the comments in your report which refer directly to Waubonsee Community College and ask that you publish our letter in the "Agency Responses" section of the report.

Waubonsee Community College's efforts to develop cooperative agreements and their success in enrollment projections have been mentioned in your report and we are pleased to be able to contribute in this manner. The comparison of Waubonsee's nursing program costs ($116.36) and Southeastern's ($46.76) with a total system average of $71.45 for 1970-71 however needs further clarification. Your report explains that a partial explanation for these differentials may be the fact that some schools were reporting high initial costs because of starting programs and also that the quality of the program might be better. We would like to state that your assumptions are correct in our situation. Waubonsee started their nursing program in 1970-71. A full-time director of nursing was employed as well as three full-time instructors. The total credit hours generated that first year were 555. Our FTE was 18.5 with direct costs of $90.67. It should also be mentioned that in 1970-71 Waubonsee was but an infant, developing institution (it was only three years of age), therefore its overhead was also high.

For the 1971-72 year the nursing program unit cost was $69.02. We also felt that the quality of the program was very high. Twenty-nine

of thirty graduates who took the state board examination passed the first time. One failed a section and needs to be re-tested.

Trusting this response clarifies the cost differential statement in your report, I remain,

Sincerely,

Forest D. Etheredge,

Forest D. Etheredge
president

CARL SANDBURG COLLEGE
SOUTH LAKE STOREY ROAD
P. O. BOX 1407 — PHONE 343-6101
GALESBURG, ILLINOIS 61401

January 2, 1973

Dr. Mark L. Chadwin, Director
Illinois Economic and Fiscal Commission
610 State Office Building
Springfield, Illinois 62706

Dear Dr. Chadwin:

It is the purpose of this letter to respond to a statement on Page 15 of the Report of the Illinois Economic and Fiscal Commission to the effect that 15% of the occupational classes at Carl Sandburg College in the fall of 1970 had fewer than five students.

It should be pointed out that the majority of such classes were organized as internships which permit individualized instruction at a moderate cost. These students were under the supervision of an instructor who conferred regularly with a supervisory member of the business or industrial firm where the students were taking their internship. Such instructional practices are used, for example, in the case of secretarial science where internships are set up for medical secretaries, legal secretaries, etc. Agriculture and mid-management programs offer excellent examples where, after basic instruction, students are set up in internships related to their fields of interest.

In other laboratory situations, students enrolled in varying levels of instruction in a given program were grouped for supervision. As a result, the subject report showed a number of class sections which were in fact supervised in one class situation by one instructor. The total number of such students would have been much larger than the indicated enrollment. Examples of this type of instruction are found in cosmetology, drafting, data processing, punch card and computer technology, etc., where students who are receiving individualized attention are given credit for varying levels of instruction.

May I assure you that we appreciate the opportunity of responding to your report.

Sincerely yours,

Eltis Henson

Eltis Henson
President

/m

KANKAKEE COMMUNITY COLLEGE

BOX 888 / KANKAKEE, ILLINOIS 60901 / (815) 933-9311

Dr. Jack Samlin, President

December 28, 1972

Mr. Mark Lincoln Chadwin, Director
Illinois Economic and Fiscal Commission
610 State Office Building
Springfield, IL 62706

Dear Mr. Chadwin:

After reviewing the report of the Illinois Economic and Fiscal Commission, our institution wishes to comment on several items for purposes of clarification and accuracy. Since we are not in a position to speak for other community colleges, it is necessary to apply the generalizations about community colleges that have been made by the Commission to our own institution.

We were pleased that the visiting team had the opportunity to look at Kankakee Community College's Systems Approach to instruction, observe the vitality and enthusiasm of our entire staff and students, review the decision-making process, and note the community awareness evident on the campus.

1. The College attempts to shift responsibility for learning to the student. If learning is to continue throughout a person's lifetime, the person must have specific objectives and work within his own schedule of life demands. Performance objectives and independent tape sessions introduce him to the process.

2. Shops are not part of Phase I construction. Presently, they are housed in a temporary Steel Annex building. They are included in Phase II scheduled for completion in Fall of 1973.

3. Although the ratio of operational and maintenance costs to instructional costs is presently a low rate of .15, this may be expected to increase with the completion of Phase II.

4. In order to have the institutional flexibility to implement the rolling curriculum concept advocated in the Task Force Report of the Board of Higher Education, District #520 prefers to keep the full-time instructional staff to a minimum number.

5. Kankakee Community College welcomes graduate assistants provided they are willing to utilize the KCC Systems Approach to instruction and understand the philosophy of a comprehensive community college.

6. When the Commission speaks of class size and an "additional cost of $200 per student per year" at the junior colleges, there is no reference to significant start-up costs of a comparatively infant system. Further, there is no recognition of the costly implementation of vocational programs, the unique emphasis of the community colleges.

7. The present reporting system discriminates against the institutions which attempt to individualize instruction.

8. There appears to be a lack of understanding of the Open Admissions Policy mandated for the community college.

9. In the gradual implementation of career programs, part-time instructors bring the most current experience to the classroom, shop or lab.

10. Although the generalization about community college graduates' performance at senior institutions is not statistically substantiated, we find it to be contrary to the information we are receiving about our graduates in the senior institutions. We find they are competing effectively. Individuals in baccalaureate transfer courses are expected to familiarize themselves with unique program requirements of the institutions they plan to attend.

11. The Martin Luther King Center is administered by local clergy and religious. It is staffed primarily by lay persons from the community.

12. Placement on a more formal basis is planned because the number of career graduates is increasing. The question arises as to when this function should become a structured institutional function.

13. Our enrollment projections have been inaccurate because the day space utilization method was used in forecasting as required by the Illinois Junior College Board. Our evening enrollment represents the more significant growth spurt of the college.

14. The Commission has cited the difficulties encountered by the community colleges in fitting their distinctive instructional blocks into the traditional four-year accounting model. Hopefully, there will be machinery established that encourages experimentation, innovation, and concern primarily for the achievement of learning outcomes.

Since we do not have the complete report to review, the only generalizations or conclusions to which we can respond are those which have been extracted because of specific mention of our individual institution.

The totality of the report, its inferences, its lack of reliable corroborative detail, its failure to grasp any essential difference between the multi-purpose community college and the single-purpose senior institution do concern me. Who will respond for the community college movement in Illinois? Who can respond when each college is intended by law to be comprehensive, to serve the community, and to set priorities within the framework of available resources.

We have indeed been fortunate in the degree of cooperation we have encountered in working with a private college, adjacent community colleges and a senior institution. At Kankakee Community College we have been fortunate in having a local Board of Trustees which has encouraged the implementation of the Systems Approach to instruction and the development of career programs, a dedicated staff to implement the system, and a student body which recognizes the unique flexibility that allows them to learn more at their own pace.

Please publish the above comments under "Agency Responses" in your report.

Sincerely,

Dr. Jack Samlin

Dr. Jack Samlin
President

JS:fl

IEFC staff note:

Item 6. The cost of vocational programs was not included in the computation referred to. This is explained in a section of Chapter III not sent to Kankakee.

Item 8. "Open Admissions" are dealt with in several sections of Chapter III not sent to Kankakee.

Item 10. Substantiation of the statement about the performance of community college graduates at senior institutions is contained in sections of Chapter III not sent to Kankakee.

President Samlin notes that he did not have the complete report to review. His comments in the next paragraph about the "totality of the report" should be read with that in mind.

REND LAKE COLLEGE

INA, ILLINOIS 62846

AREA CODE 618 437-5321

December 29, 1972

Mr. Mark Lincoln Chadwin, Director
Illinois Economic and Fiscal Commission
510 State Office Building
Springfield, IL 62706

Dear Mr. Chadwin:

Thank you for your letter of December 22 and the tear sheets on which our institution is mentioned by name. In reading through the material, I feel that your comments are completely accurate. Incidentally, if you wish to publish this letter, please feel free to do so. I think the only justification for it would be if it would add something meaningful to your report.

In reading through the tear sheets, a point was emphasized in my own thinking that I have spoken to on a number of occasions; namely, the problems of operating a comprehensive community college in a sparsely populated area. This, to me, is one of the greatest problems in our community colleges, particularly in the southern part of the state. We are forced into a compromise between providing a comprehensive program, and, on the other hand, a reasonable size class load. We, of course, have pressures from all directions on both issues; that is, providing a comprehensive program, and also, on the other hand, maintaining reasonable class loads. This, I believe, accounts primarily for the number of small classes we have, and the only alternative I see is to reduce the comprehensiveness of our program. We have tried to maintain a reasonable balance.

Thank you very much.

Yours very truly,

James M. Snyder, President

jr

MORAINE VALLEY COMMUNITY COLLEGE

10900 South 88th Avenue
PALOS HILLS, ILLINOIS
60465

Phone 974-4300
Area Code 312

December 28, 1972

Mr. Mark L. Chadwin, Director
Illinois Economic and Fiscal Commission
610 State Office Building
Springfield, IL 62706

Mr. Chadwin, the excerpts from your report and reference to Moraine Valley appear to be reasonable although all of the facts may not have been known from the materials you had at hand.

I would remind you that if you have gathered data from the "Statewide Space Survey, Fall Term, 1971" that there are some matters which should be clarified. The survey, by direction, included only that space which was available at the beginning of the fall term of 1971. After the term was under way about a month, approximately another 36,400 square feet was put into use. By January of 1972, an additional 114,500 square feet was put into use for the remainder of the fiscal year. These facts should be considered when the total operation and maintenance costs are considered against per square foot costs.

The statement is made that operation and maintenance cost on buildings leased by the Department of General Services average about $1.25 per square foot per year. Utilities alone cost us $150,488 during 1971-72 which would amount to considerably more than $1.00 per square foot shown against the Statewide 1971 Space Survey of 122,800 square feet for Moraine Valley.

I am not sure that we are comparing the same things in both cases. Our 1971-72 Building Fund figures included:

$53,000	Capital Outlay
4,915	Interest on TAW's
150,488	Utilities
$208,730	
443,891	Operation & Maintenance not including the above
$652,621	Total B.F. audited figures

Are all of these items included in the General Services operation and maintenance budget?

Although we readily admit our operation and maintenance costs are high, we attribute much of the high cost to the use of temporary buildings. We have found that our permanent facility is much more economical to operate and maintain.

I certainly do not wish to complain about the report; however, I felt there were possibly some items which may not have been considered.

Should there need to be further clarification we will be pleased to comply.

Robert E. Turner
President

/jp
cc: W. Crawford

western union **Telegram**

SGA075(1545)(1-034564A002)PD 01/02/73 1542
ICS IPMJLIA JOL
ZCZC 00097 NL JOLIET ILL 195 01-02 225PCST
PMS DR MARK LINCOLN CHADWIN
DIRECTOR ILLINOIS ECONOMIC AND FISCAL COMM
610 STATE OFFICE BUILDING
SPRINGFIELD ILL 62706

1973 JAN 2 PM 2 54

IN REVIEWING THE REPORT CONCERNING JOLIET JUNIOR COLLEGE, I NOTED THAT

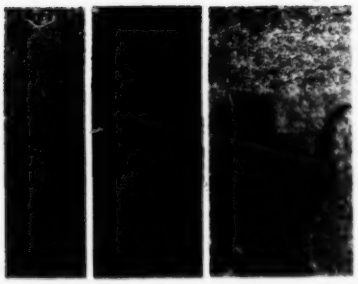
YOU HAVE LISTED ON ONE OF THE PAGES UNDER "EDUCATIONAL FLEXIBILITY" THAT THE ADMINISTRATORS AT JOLIET JUNIOR COLLEGE REPORTED THAT THEIR AGREEMENT WITH THE UNION FUNCTIONALLY PROHIBITS THE USE OF STUDENT EVALUATION IN ASSESSING THE TEACHING PERFORMANCE OF FACULTY MEMBERS. I WOULD LIKE TO POINT OUT THAT WHILE STUDENT EVALUATIONS ARE NOT USED FOR TENURE DECISIONS THEY ARE USED IN SEVERAL DEPARTMENTS ON A VOLUNT ARY
BASIS FOR THE IMPROVEMENT OF INSTRUCTION BY THE TEACHERS THEMSELVES IN THOSE DEPARTMENTS WORKING WITH DEPARTMENT CHAIRMEN. I THINK THERE IS QUITE A DIFFERENCE IN THAT KIND OF ACTION AND THE STATEMENT THAT IS
MADE IN THE REPORT. THE REPORT WOULD PERHAPS GIVE THE IMPLICATION THAT
WE DO NOT USE STUDENT EVALUATION AT ALL FOR THE IMPROVEMENT OF INSTRU CTION
AND THAT IS NOT TRUE SINCE MANY OF OUR FACULTY MEMBERS DO SO ON A REG ULAR
BASIS IN AN ATTEMPT TO IMPROVE THEIR INSTRUCTIONAL AREAS.
I AM SORRY THAT I HAVE BEEN OUT OF TOWN ON VACATION AND DID NOT HAVE THE OPPORTUNITY TO LOOK AT YOUR LETTER UNTIL JAN 2. THUS MY REPLY IS LATE

SF-1201 (R5-69)

DR HAROLD MCANINCH PRESIDENT JOLIET JUNIOR COLLEGE

IEFC staff note:

We have amended our text in light of Dr. McAninch's statement.



LINCOLN LAND COMMUNITY COLLEGE

3865 SOUTH SIXTH STREET FRONTAGE ROAD SPRINGFIELD, ILLINOIS 62703

January 2, 1973

Dr. Mark Lincoln Chadwin
Director
Illinois Economic and Fiscal Commission
610 State Office Building
Springfield, Illinois 62706

Dear Dr. Chadwin:

I received on December 28, 1972, your draft of a report in which Lincoln Land Community College has been cited. Your request for a hurried response was similar to your initial request; it has allowed little time for careful documentation.

However, I have enclosed responses to your references. I have held my general reaction to your study until the end of the responses.

I would request that these responses be published in the "Agency Responses" section.

Sincerely,

Robert L. Poorman

Robert L. Poorman
President

Enc.

BOARD OF TRUSTEES

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Responses to Lincoln Land Community College References

Chapter IV, Page 9: Your reference to completion ratios for graduates in vocational-technical programs is statistically correct. No information was available nor reported on an important segment; namely, those persons who drop the programs and enter the world of work and those who took courses for upgrading while already employed. Note was made to your analyst of a major follow-up study underway at Lincoln Land in the original document. Results of this study which was initiated well before your visit and called to your attention should bring additional output information. To assume that this phenomenon does not exist is faulty.

Chapter IV, Page 12: The observation that additional time should be given to Placement Service is correct though you did not give sufficient credence to the efforts of vocational-technical faculty in Placement nor did you note that considerable effort in the Placement Service is given to part-time employment which is vital to many of our students.

Chapter IV, Page 21: Your analysis of our relationship to the Area Vocational Center in which you indicate similarities appeared not to go far enough. For example, both the Area Vocational Center and Lincoln Land have data processing programs but the Lincoln Land program is pitched to programmers and systems analysts. Both have automotive programs; the one at Lincoln Land is pitched to the technical approach.

Chapter X, Page 8: This is the one place in the materials provided to us where costs are referred to. The low ratio of maintenance and operating costs at Lincoln Land is correct. We trust that you have made unit cost references elsewhere in your study.

Chapter XII, Page 4: The suggestion that the Decatur district might consolidate with the established Lincoln Land district goes well beyond any interest on the part of Lincoln Land. Only those districts immediately contiguous to Lincoln Land have been contacted.

Summary on Lincoln Land Community College

Paragraph 2: Careful attention to seeking out examples of cooperation with Sangamon State University would have been in order. I cite for your information the following:

> The college and university development program for careful development of surrounding territory; the Allied Health Manpower Consortium designed to assure that programs fit; the joint work of our law enforcement and Sangamon State's criminal justice coordinators; the formal agreement between Lincoln Land and Sangamon State for Applied Study Quarter students; the service of a Lincoln Land Dean on the Education Committee at Sangamon State; the sharing of computer facilities at Lincoln Land by Sangamon State; the sharing of library facilities at both schools by both student bodies; the sharing of classrooms at the Lincoln Land permanent campus and the Sangamon State Capitol Campus; the regular facilities meetings between Lincoln Land and Sangamon State representatives for the sharing of equipment and master plan facilities; the long-time cooperation on the planning of a joint road network; the Land Use Committee at Lincoln Land which will relate to Sangamon State for future expansion; the recent faculty-to-faculty discussions--for example--in biology; and the cooperation of both security forces in providing road safety at a nearby elementary school.

Most of these above-mentioned programs were underway at the time of your visit. Either you or we should have taken greater care in providing this information.

Paragraph 3: Your observation about the design of space is, of course, a matter of judgment. As to the use of the space, it is common practice to build shops and laboratories to allow for growth; to do otherwise is a short-sighted economy.

Paragraph 4: The bookstore is open daily and for three weeks each quarter in the evening. The library was not open on Saturday at the time of your visit. The Sunday hours are correct. A further investigation would have shown that both these facilities are kept open as long as there is evidence of need. This is a cost-effectiveness decision.

Paragraph 5: The input system for "a share of influence" was developed by a student-faculty-administration group of equal representation after a full year's review. In addition, a Faculty Senate was formed in the fall, the formation of which was publicly supported by the President. Both students and faculty appear at Board meetings and are encouraged to give input at two places on the agenda.

Paragraph 6: The reference to a North Central committee should have been to our own self-study committee. You refer to faculty committees which is an incorrect reference. Standing committees at Lincoln Land are composed of students, faculty and administrators. You appear to have indulged in something less than research language by saying that committees are merely advisory and naturally this reduces zeal. An examination of committee minutes would demonstrate that it is rare for an administrator to counter a committee recommendation.

Paragraph 7: The peer advisor program description was something of a left-handed compliment. The program has been recognized as a model by the American Personnel and Guidance Association.

Paragraph 8: Attention to the drawings for the permanent Counseling Center would have demonstrated the careful planning which will find counseling offices adjacent to the student activity areas.

Paragraph 9: That the Placement Office needs to be allocated additional time is correct though it should not be confused with the financial aids operation where a full-time financial aids director performs those services. The Placement Officer now has duties in Counseling.

Paragraph 10: As indicated in another place above, the observation does not go as far as it should because it does not recognize the possibility that many additional persons other than graduates have received service. Your original document did not recognize our full-blown, follow-up study which has not been concluded but which your analyst knew about at the time of the visit.

Paragraph 11: Again, such language as "some attempts" and "some thought" seems to denigrate considerable effort to serve again in the continuing education program. Had you or we taken sufficient time you might know that 99 courses in the continuing education area have been approved by the Illinois Junior College Board. A new administrator in this area has recently been appointed after a national search. The Spring Quarter offerings in this area will find an enrollment of several hundred persons.

Paragraph 12: Reference has been made previously about the relationship to Sangamon State. Lincoln Land has made available to Sangamon State its computer facility for about two years. That Sangamon State has a small computer for in-house use is not a matter controllable by Lincoln Land. For your information, this is one of the most likely areas for future cooperation at the permanent campuses. You have cited the apparent duplication of facilities in libraries. The Lincoln Land collection was begun in 1968 to serve lower division and vocational-technical clientele. The Sangamon State collection is apparently designed for upper division and graduate students. Students from both institutions share those collections.

Paragraph 13: Your comment on outreach effectiveness appears not to take into account that Lincoln Land serves one of the largest veterans population in the state, that it has increased its minority representation in student, faculty and administrative areas and that six extension centers exist. The North Central Association oral exit interview and the Vocational-Technical exit interview observed on the atmosphere between students and faculty which is counter to your generalization. Even preliminary results of the Lincoln Land follow-up study show satisfaction on the part of former students. I found your comment that these other studies are not worth much to be inappropriate.

We believe you missed many points of strength at the College, particularly in the strength of the faculty and staff and the relationship between students and faculty. We believe that you did not carefully relate your impressions to costs. In fact, you did not even meet our Dean of Business Services. The North Central Association particularly commended the fiscal operation of the College.

I found your original approach to this effort to be threatening. In our initial conversation my impression was that we should drop everything for your study though we were even then preparing for North Central and Vocational-Technical visits. I found your staff particularly inexperienced in the junior college field as demonstrated by your admission that your background came from hurried reading in the field. Its referent appeared not to be that of middle western colleges trying to provide services to many persons.

While you have indicated that your charge was to study effectiveness, I presumed that your interest was to relate this to costs. I find little evidence in the information provided to us that this relationship has been drawn.

In research approach I fear that your time constraints have done harm to full and careful data collection and that your observations are some times impressionistic.

Perhaps the best thing to come from this effort is a resolve on the part of all to try to collect better information and to take greater care in assembling the conclusions. That effort I heartily support.

Sincerely,

Robert L. Poorman

Robert L. Poorman
President

IEFC Staff Note:

The tone set by President Poorman is, we feel, unfortunate. We do not need to defend our professional credentials in such a context, but will state only that the "admission" about "hurried reading" is a myth. There are a few specific points raised which may be worth further discussion. (Since President Poorman's references are to pages as numbered in the draft he received, we have cross-referenced each to the final report page numbers.)

Chapter IV, Page 9 (page 27). Page 22 of the report indicates that we asked all the colleges how many of their students were taking "upgrading" courses while already employed. Most, including Lincoln Land, were unable to identify those students.

It is not clear from his response what "phenomenon" President Poorman wishes to have recognized. If it is the Lincoln Land follow-up study, it functionally did not exist at the time of our visit. We were told by Lincoln Land staff that the few replies which had been received had not yet been opened. Results of the study could hardly have provided "additional output information" at that time.

Chapter IV, Page 21 (page 33). There are certainly some differences between courses taught at the Area Secondary Vocational Center and those taught at Lincoln Land. The central question, however, is whether these differences justify duplication of expensive facilities, equipment and faculty.

Summary on Lincoln Land Community College (See Appendix 41.)

Paragraph 2. In response to our administrative survey, Lincoln Land's Dean of Instruction listed only three active cooperative programs. We are glad to learn that there are more.

Paragraph 4. A subsequent telephone call to the Lincoln Land bookstore verified that it is not open "daily," but Monday through Friday as we reported.

Paragraph 8. Lincoln Land's Dean of Student Personnel Services indicated that he is very pleased with his present office arrangement and intends

to perpetuate it in the new facilities. It seems unlikely that such an office arrangement will prove inviting to students no matter where it is located.

Paragraph 9. We have amended the text in light of President Poorman's statement that counseling duties rather than financial aid duties are keeping the placement officer from making contacts in the community.

Paragraph 10. The "full-blown follow-up study" is acknowledged in the summary as published.

Paragraph 11. The information in this paragraph was derived from our conversation with the President. He did not mention the 99 new courses at any time during a lengthy discussion of adult and continuing education.

Paragraph 13. Our comment about outreach effectiveness is derived from our conversation with the President, during which he noted that at least one extension center was suffering poor attendance because the advisory group was not helpful in suggesting courses and possibly because classes are held in a church.

The details mentioned in President Poorman's letter do not challenge our major statements about Lincoln Land. (Out of 968 occupational students, the college graduated 52, and 25 are employed full-time in the field for which they were trained. Both faculty and students wish more communication with administration. The regular counseling system appears to be only marginally effective. The placement office found jobs for two students last year. The adult education program virtually stopped last year. The college has a great potential role in the community, but so far there have been problems with outreach effectiveness, counseling, placement and a general authoritarian atmosphere which some describe as uninviting.)

It was not our intent that Lincoln Land "drop everything" for our study. The letter sent to all presidents at the beginning of the study said:

> Most of the information requested can be generated from standard reports . . . However, you may not be able to answer some of the questions by relying on already existing data. In these cases . . . we would appreciate it if you would make estimates . . . consume a minimum of your time. To do this, we may have sacrificed some precision in the questions. For this reason I strongly urge you to insert comments, clarifications, and exceptions wherever you feel it is necessary.
>
> Also along this line, some of the questions may call for data which you normally collect (or have recently collected)

IEFC staff note (continued)

> in a slightly different form or with slightly different categories. In most of these cases, it is all right to report the data as you have collected it . . .

It is unfortunate that this president perceived our study--an attempt to inform the General Assembly about the community college system--as a threat. Most of the presidents we interviewed told us they were pleased that the General Assembly was taking an interest in junior colleges.

President Poorman, like the other presidents, did not receive a copy of the entire report. His generalizations about it are thus based on entirely inadequate evidence. This fact enables us to concur with his wish for "a resolve on the part of all to collect better information and to take greater care in assembling the conclusions."

Received by telephone from Vice President, John G. Garrett of McHenry County College, January 3, 1973.

McHenry County College is referenced on three items in the report (pages 12 and 15) for which the Fall 1972 data shows a significant improvement. On page 12 the report suggests there are no on-campus visits by potential employers. Since October 1972 one or more potential employers have been on campus to interview students each week.

On page 15 the report quotes 1970-71 figures as showing a 10 to 1 FTE student-FTE faculty ratio. This ratio for Fall 1972 is 14.6 to 1. Also on page 15, 44% of occupational classes are reported as involving 5 to 10 students.

Further, since the college began operation instructors have received only 50% of normal load credit for extremely small classes (that is, a class normally counting for 20% of an instructor's load only counts for 10% if class size is very small). This is done to insure that needed occupational courses are available to the students enrolled.

IEFC Staff note:

The section of the Chapter IV draft which referred to occupational class sizes does not appear in the final text.

JOHN A. LOGAN COLLEGE ■ Carterville, Illinois 62918 ■ 618-985-3741

December 29, 1972

Mr. Mark L. Chadwin, Director
Illinois Economic and Fiscal Commission
610 State Office Building
Springfield, IL 62706

Dear Mr. Chadwin:

In response to your letter dated December 22, 1972, regarding your forthcoming report to the House Financing of Education Study Committee and as a follow-up to our recent telephone conversation, I request that this rebuttal be included in your report.

In section IV, John A. Logan College is cited as an example of those junior colleges having a high percentage of occupational classes with less than five students. You reported that during the fall quarter, 1970, ".....15% of the occupational classes were under five students." In our Recognition Report submitted in October, 1970, we reported seven of 46 occupational classes with fewer than five students enrolled. This report, however, included three on-the-job training courses, which by definition are individualized learning experiences. Obviously, these should not be included in a computation of the kind you have cited. Consequently, the percentage of occupational classes with low enrollments is reduced significantly if these internship type classes are deleted.

Again in section IV, our college is used to illustrate ".....the lack of a real formal division of labor.....For example, John A. Logan College has ten programs similar to the twelve offered at the Marion Area Vocational Center....." Instead of viewing this curricular relationship as an undesirable duplication, we consider the situation a positive example of close coordination and articulation. We encourage high school students to make an early commitment to occupational career goals just as those who have baccalaureate degree aspirations do. Entering freshmen are given ample opportunity to proficiency fundamental occupational courses and thus reach their career goals sooner.

John A. Logan College is singled out in section VI as having the lowest ratio of part-time to full-time students. This ratio is used as a barometer of the proportion of population served. Supposedly our college has ".....three times more full-time students than part-time students." Again 1970-71 is used as the base year. It is very clear that non-credit students were ignored in establishing the ratio. Surely it is appropriate to consider these part-time students in assessing a college's effort to serve the people of its district. During the Fall Quarter, 1970, our college had 779 full-time credit students, 307 part-time credit students and 2016 part-time non-credit students.

The statement in section X that John A. Logan College had a high ratio of operation and maintenance costs to instructional expenditures was made without the reporter having access to or requesting additional causative facts. During Fiscal Year 1971, the college incurred total expenditures of $529,570 charged to operation and maintenance. Of this amount, $371,320 was expended for the purchase of interim campus buildings. Excluding this amount from total operation and maintenance costs, the ratio of these costs to total instructional costs becomes 0.21. This is below the statewide average of 0.23.

Sincerely,

Nathan A. Ivey

Nathan A. Ivey
President

NAI:ras

cc: Dr. Fred Wellman, IJCB
Dr. L. H. Horton, Jr., ICCTA

IEFC staff note:

The "division of labor" we are advocating is not quite the same as that described by President Ivey. It is true that the Marion Area Vocational Center is instructing 11th and 12th graders while Logan is instructing 13th and 14th graders. However, this difference in students' ages does not by itself justify the duplication of facilities, equipment, and instructors in 10 of 12 programs. If the "division of labor" is only on the basis of the age of students, it is unlikely that overall resources are being allocated efficiently.

Data for the community service indices mentioned were collected from publications of the IJCB. Non-credit students were not included in the part-time/ full-time ratio, but were included in the computation of student head-count/total district population ratio.

The question of inclusion of interim buildings as operation and maintenance expense has been clarified in the text, since the responses from several colleges indicated that this should have been made explicit.

COLLEGE OF LAKE COUNTY - 19351 W. WASHINGTON ST. - GRAYSLAKE, ILLINOIS 60030 - (312) 223-8193

December 29, 1972

Mr. Mark Lincoln Chadwin, Director
Illinois Economic and Fiscal Commission
610 State Office Building
Springfield, Illinois 62706

Dear Mr. Chadwin:

Thank you for your recent letter and the opportunity to review your findings and provide you an "agency response" prior to publication. Of particular interest to us at the College of Lake County is the last paragraph, on Page 12, which refers to the student utilization of placement services at CLC.

Although we are a relatively new institution, (opened in 1969), we have enjoyed enrollment increases each year of operation, however, most of our enrollment has been made up of part-time students. The majority of our enrollment in Career Programs has been part-time students who are gainfully employed in the community. Consequently, they are not as likely to use a placement facility. Further exploration of placement service use is indicated in a follow-up of 155 Career Program graduates from Spring and Summer, 1972, one of whom is known to be unemployed. Most of these students (78) are employed in the nursing field and had several job offers while in training, making it unnecessary to call upon the placement service. I am, however, aware that several nurses were recruited by St. Joseph's hospital in Chicago, through a campus recruitment visit made possible by the placement office.

For some reason, your data appears not representative of conditions at the College of Lake County. One reason for this may be the result of the high turn-over of personnel in our placement office and the data provided may be the result of limited information due to time in the position. At any rate, our career graduates are being placed.

Thank you for your interest in the College of Lake County.

Sincerely,

Richard G. Erzen,
President

RGE: yb